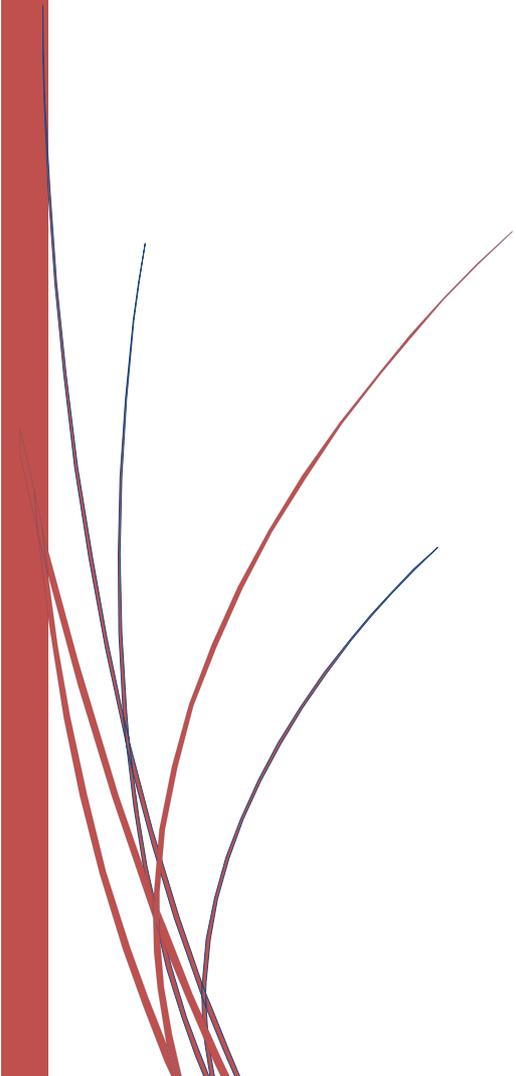




MID-TERM EVALUATION REPORT OF
THE 'COOPERATION PROGRAM
BETWEEN THE MEXICAN AGENCY FOR
INTERNATIONAL COOPERATION FOR
DEVELOPMENT AND THE UNITED
NATIONS DEVELOPMENT PROGRAM'

Consultant: Alfonso Bermejo Villa



This document is the result of an external evaluation exercise of the 'Cooperation Program between the Mexican Agency for International Development Cooperation and the United Nations Development Programme.' The contents, opinions, and terminology used in this publication, as well as the way the data or materials are presented, are the responsibility of the evaluator, based on their independence from the project. In this sense, they do not represent the official position of the United Nations Development Programme (UNDP) or any of the Member States of the United Nations that are part of its Executive Board. They also do not necessarily reflect the official stance of the individuals, entities, or organizations mentioned in the text or acknowledged in the acknowledgments.

Evaluator
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Date
November 8, 2024

INFORMACION DEL PROYECTO

Title	"Cooperation Program between the Mexican Agency for International Cooperation for Development and the United Nations Development Program"	
Atlas Project ID	00086731	
Outcomes	<ul style="list-style-type: none"> - Outcome 1: Development of institutional capacities for the management of International Development Cooperation (IDC) - Outcome 2: Strengthening of Mexican IDC policy, in its modalities of reception and offer - Outcome 3: Promotion of strategic alliances for development - Outcome 4: Support for the implementation of the Integral Development Plan (PDI) 	
Country	Mexico	
Region	Latin America and the Caribbean	
Date of the signing of the project document	August 27, 2019. Reviewed on November 30, 2022	
Project Dates	June, 2013	June, 2025
Project Budget	USD 30.728.393,11	
Source of Financing	<ul style="list-style-type: none"> - UNDP – USD 150,000 - Government of Mexico – USD 30,320,458.01 - Center of Excellence – USD 219,651.78 - CONAFOR – USD 135,200 - Remaining UNDP projects – USD 22,448.56 	
Responsible Party for Execution	<ul style="list-style-type: none"> - United Nations Development Programme - Mexican Agency for International Cooperation for Development 	

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Abreviaturas

AGCID	Chilean Agency for International Cooperation for Development
AMEXCID	Mexican Agency for International Cooperation for Development
FPA	Federal Public Administration
CELAC	Community of Latin American and Caribbean States
IDC	International Development Cooperation
CONEVAL	National Council for the Evaluation of Social Development Policy
SSC	South-South Cooperation
SSTC	South-South and Triangular Cooperation
DGEPE	General Directorate of Special Project Execution
DGEPECI	General Directorate of International Cooperation Special Project Execution
DGPE	General Directorate of Planning and Evaluation
FAO	Food and Agriculture Organization of the United Nations
VS	Verification Sources
INMUJERES	National Institute for Women
JCF	Jóvenes Construyendo Futuro
M&E	Monitoring and Evaluation
NPSA	National Personnel Service Agreement
OECD	Organization for Economic Cooperation and Development
SDG	Sustainable Development Goals
IDP	Integral Development Plan
PIFCSS	Ibero-American Program for South-South Cooperation
UNDP	United Nations Development Programme
PROCAP	AMEXCID-UNDP Cooperation Program
PROCID	International Cooperation for Development Program
PRODOC	Project Document
RENCID	National Register of International Cooperation for Development
HR	Human Resources
SC	Service Contract
SMART	Specific, Measurable, Achievable, Realistic, Time-bound
SHCP	Secretariat of Finance and Public Credit
SRE	Secretariat of Foreign Relations
SV	Sembrando Vida
ToC	Theory of Change

EXECUTIVE SUMMARY OF THE MID-TERM EVALUATION OF THE "COOPERATION PROGRAM BETWEEN THE MEXICAN AGENCY FOR INTERNATIONAL COOPERATION FOR DEVELOPMENT AND THE UNITED NATIONS DEVELOPMENT PROGRAM"

Purpose of the Evaluation

i) Analyze the progress of the Project regarding the expected outcomes of the Project Document (PRODOC), as well as its adaptive management in response to changes in the counterpart and external factors; ii) Assess whether the project implementation strategy is effective and appropriate according to the organizational structure, available resources, timelines, and emerging needs expressed by the counterpart; iii) Analyze the efficiency in resource utilization; iv) Identify the level of commitment and involvement between UNDP and AMEXCID as implementing partners of the project, as well as the installed capacities and utilization of achievements made so far; v) Evaluate to what extent gender equality perspective is integrated into project design, its results framework, activity implementation, and management processes; vi) Document and provide feedback on lessons learned from the project in various dimensions: management, partner commitment, implementation, monitoring, budgetary and financial management, achievement of results; vii) Provide recommendations and elements for decision-making and guidance for necessary improvements.

Evaluation Criteria

Relevance and coherence, Effectiveness, Efficiency, and Sustainability. Additionally, the transversal criteria of the Gender Approach and Human Rights were taken into account.

Evaluation Methodology

Primarily, document review and semi-structured interviews.

Project Summary

The third stage of the AMEXCID-UNDP Cooperation Program (PROCAP), which has been evaluated, has the general objective of "contributing to the institutional consolidation of AMEXCID to strengthen South-South Cooperation in Mexico, with a view to its efficient integration into the 2030 Agenda." Additionally, it aims to promote the use of International Development Cooperation (IDC) as a tool to achieve the objectives of the National Development Plan 2019-2024, whose purpose is "to conduct foreign policy in adherence to constitutional principles and aligned with domestic policy priorities." To achieve this objective, the following four outcomes or components were established:

Outcome 1: "Development of institutional capacities for the management of

International Development Cooperation (IDC)”

Outcome 2: “Strengthening the Mexican policy on IDC, in both its receipt and provision modalities”

Outcome 3: “Promotion of strategic partnerships for development”

Outcome 4: “Support for the implementation of the Integral Development Plan (IDP)”

Quality Assurance Ratings

Criterion	Calificación	Resumen
Coherence	Moderately Unsatisfactory	The project document (2022) lacks outcome indicators, making it impossible to determine if the achievement of output indicators leads to the attainment of the expected outcomes. The indicators are not ‘parameterized’; that is, it is unclear if they were consistently interpreted throughout the project’s implementation period, nor is the formula used to reach the indicator known. The project encompasses a broad range of components, without necessarily establishing a connection between them.
Relevance	Highly Satisfactory	The PROCAP aligns with the strategic priorities of AMEXCID set out in the 2019–2024 National Development Plan, in the action areas of International Development Cooperation (IDC) and the Feminist Foreign Policy of the Mexican government. It is also in line with Sustainable Development Goals 5, related to gender equality, and 17, related to a Global Partnership for Sustainable Development.
Effectiveness	Moderately Unsatisfactory	The 2022 PRODOC does not establish outcome indicators, which makes it difficult to measure the program’s level of achievement. Of the 17 outputs evaluated, only 4 have progressed more than 75%, while 8 have shown no progress due to the lack of requests from AMEXCID. Although progress has been made in capacity building and staff training, several key indicators, particularly in the IDC policy, have not advanced. As a result, it is anticipated that only Outcome 1 could be achieved on time. Outcomes 3 and 4, primarily, face serious challenges in meeting the expected outputs before the project’s scheduled closure.
Efficiency	Moderately Satisfactory	The management of PROCAP funds by the PNUD is highly satisfactory and meets the institution’s standards. In 2022, the complementary funds were delayed, resulting in six payments, which required monthly contracts for the staff hired by PNUD. Some outputs have not progressed due to the lack of action requests from AMEXCID. In the substantive review 5 (2022), the PRODOC was modified, removing some outputs and introducing others. Regarding coordination, there is a formal mechanism where SRE, AMEXCID, and PNUD meet. Meetings have been incorporated among the PNUD team. However, there are no technical meetings between the AMEXCID departments. There is close coordination between PROCAP and the AMEXCID liaison. Similarly, there is coordination between the PROCAP coordination and the Effective Governance and Democracy Unit.
Sustainability	Moderately Likely	The analysis focuses on the outputs that have shown progress in their execution. There is a risk for AMEXCID in the component of hiring staff through PNUD, as at the end of PROCAP, there may not be available positions to incorporate these professionals into the agency’s structure, which would result in a reduction of trained staff in the departments. Regarding the mainstreaming of the gender perspective,

		<p>this issue has strong support within AMEXCID, and its consolidation is essential to ensure its sustainability. Concerning the monitoring and evaluation strategy, although its need is recognized, not all departments consider it a priority. Therefore, it is crucial for PROCAP to work on increasing the likelihood that the progress will be sustainable and to deepen these processes.</p>
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Source: Prepared by the author based on the final evaluation report

Main Findings and Conclusions

- The project aligns with the strategic priorities of AMEXCID and is in line with the Sustainable Development Goals (SDGs), particularly Goal 5 (Gender Equality) and Goal 17 (Global Partnerships for the Goals).
- The project presents some challenges in its design and execution. There are no outcome indicators. The indicators are not parameterized, meaning they have not been conceptualized or defined in terms of measurement.
- In terms of effectiveness, out of the 17 outputs, 4 have shown progress of over 75%, 2 of which fall under Outcome 1. Additionally, 1 indicator has a compliance rate of between 50% and 75%, and 3 are below 50%. 47% (8) have not shown any progress. The project has successfully hired 280 experts in International Development Cooperation (IDC) and has provided basic training through mandatory courses. Important foundations have been laid for a monitoring and evaluation system, although its implementation needs strengthening. Gender mainstreaming has been positioned on the institutional agenda, with tools and documents developed for its operationalization.
- In terms of efficiency, there is a high concentration of resources in operational expenses (over 80% on salaries) and less than 1% in substantive technical support. Implementation has been partial, with several outputs showing no progress and substantive changes during execution. The coordination mechanisms are adequate but could be insufficient.
- Regarding sustainability, the greatest identified risk is that 58 IDC specialists trained by the project are not integrated into AMEXCID's formal structure, which could affect the agency's operational continuity. Although foundations have been laid for cross-cutting issues such as gender and evaluation, there is a risk that these efforts remain at the documentation level without effective institutionalization.

Main Recommendations

Quality of Design and Coherence

- Incorporate outcome indicators into the Results Matrix, including the methodology for their measurement.
- Implement SMART indicators (Specific, Measurable, Achievable, Realistic, and Time-bound).
- Establish the minimum and necessary information, especially regarding the fulfillment of indicators and budget progress by item, to be included in the progress reports and Project Board presentations, to allow for a dynamic assessment of the execution over the years.

Effectiveness

- Continue developing forecasts on the number of IDC experts required and the resources needed. Additionally, after the initial 6-month contract, encourage the signing of medium-term contracts to reduce labor uncertainty.
- Create periodic spaces to address questions regarding mandatory courses.
- Develop self-managed courses on project design, indicators, and M&E, gender perspective inclusion, among others.
- Develop specific indicators for the various directions, including gender indicators that reflect the reduction of gaps.
- Generate efficient tools for data collection.
- Develop an agreement between PNUD and AMEXCID to address cases of workplace harassment and sexual harassment when the victim is a PNUD employee and the perpetrator is from AMEXCID's structure.
- Support AMEXCID in developing a work-life balance regulation.

Efficiency

- Redistribute the budget to reduce payroll expenses and increase substantive activities, especially considering that the PRODOC allocates up to 15% of the budget for substantive actions.
- Establish a predictable schedule for supplementary deposits.
- Develop a plan for the actions to be implemented, where each management unit is clear on its responsibilities, always keeping in mind the achievement of output indicators and, thus, the outcomes of the intervention.
- Implement new technical coordination spaces and increase the frequency of Project Board meetings.
- Establish knowledge management protocols.

Sustainability

- Develop a comprehensive sustainability plan for the transition of PNUD staff. In this regard, it is important to develop a contingency plan with the Ministry of Finance and Public Credit to create positions.
- Extend essential courses to all AMEXCID staff.
- Expand the training offer with specific technical courses.

MID-TERM EVALUATION OF THE "COOPERATION PROGRAM BETWEEN THE MEXICAN AGENCY FOR INTERNATIONAL COOPERATION FOR DEVELOPMENT AND THE UNITED NATIONS DEVELOPMENT PROGRAM"

Introduction

This report presents the mid-term evaluation of the Cooperation Program between the Mexican Agency for International Development Cooperation (AMEXCID) and the United Nations Development Programme (UNDP). The primary purpose of the evaluation is to assess the progress of the program in its third phase, which is aimed at strengthening AMEXCID's institutional capacity to position Mexico as a key player in International Development Cooperation (IDC), particularly in South-South Cooperation. This evaluation is conducted at this stage to assess the program's effectiveness to date and ensure that the resources and strategies used are aligned with its long-term objectives.

The need for this evaluation arises from the importance of verifying that the actions taken so far are in line with the intended outcomes, while also identifying areas for improvement to optimize its implementation. Since IDC is a key pillar of Mexico's foreign policy and development strategy, it is essential that the program components – such as capacity building, the creation of strategic partnerships, and support for the cooperation policy – function coherently and effectively. Evaluating these aspects at the mid-term allows for the identification of potential adjustments to maximize the program's impact on the key development areas identified by AMEXCID.

One of the main objectives of this evaluation is to assess the effectiveness and efficiency with which the program is utilizing its resources and time. As noted, through detailed analysis, it examines whether the program has successfully implemented activities that contribute to the expected outcomes and identifies necessary adjustments in the management of human and financial resources. This approach aims to ensure that the project's management is adequate to meet the program's objectives, optimizing the use of funds and performance in each of the program's strategic components.

Another key purpose of the evaluation is to measure the sustainability of the achievements reached, i.e., to analyze to what extent the progress made will be sustained after the program concludes. The evaluation seeks to determine whether mechanisms and capacities have been established within AMEXCID that will allow the agency to continue its IDC efforts autonomously and effectively in the future. This long-term perspective is crucial to ensure that the institutional strengthening is not temporary, but results in lasting capabilities.

Finally, the evaluation also aims to provide specific recommendations based on the findings, thus offering a roadmap for the continuous improvement of the program. These

recommendations are intended not only to guide how to enhance current implementation but also to maximize the program's impact in the remaining years and beyond its completion. With this analysis and the derived recommendations, the goal is for AMEXCID and UNDP to make informed decisions that strengthen the program, thereby contributing to the enhancement of IDC in Mexico.

Description of the Intervention

Context of the Evaluation

The Cooperation Program between the Mexican Agency for International Development Cooperation (AMEXCID) and the United Nations Development Programme (UNDP), active since 2013, is linked to the establishment and consolidation of the Mexican System for International Development Cooperation. Its aim is to support efforts to transition to an effective model that takes into account the particularities of being – as a high-middle-income country – a dual donor (recipient and donor), always within the framework of the 2030 Agenda.

The cooperation program has had two previous phases:

- First Phase (June 2013 – November 2017), which included three components:
 - Institutional strengthening of AMEXCID.
 - Systematization of Mexican policies and best practices with high potential for sharing within the framework of South-South and Triangular cooperation.
 - Promotion of the designation of centers of excellence to strengthen Mexico's role in South-South, triangular, and horizontal cooperation.
- Second Phase (December 2017 – September 2019), with the following three outcomes:
 - Development of national capacities for international cooperation.
 - Consolidation of South-South and Triangular cooperation policy.
 - Promotion of strategic alliances for development.

The third phase of the AMEXCID-UNDP Cooperation Program (PROCAP), which is the subject of this evaluation, has the overall objective of "contributing to the institutional consolidation of AMEXCID to strengthen South-South cooperation in Mexico, in view of its effective integration into the 2030 Agenda." It also aims to promote International Development Cooperation (IDC) as an instrument to achieve the goals of the 2019-2024 National Development Plan, which seeks "to guide foreign policy in alignment with constitutional principles and integrated with the priorities of domestic policy.

To achieve this objective, the following four outcomes or components were established.

Outcome 1. "Development of institutional capacities for the management of International Development Cooperation (IDC)"

- i. Hiring of IDC specialists
- ii. Strengthening the management of IDC specialists
- iii. Strengthening the capacities of IDC specialists

- iv. Support for information management and quality processes in the National Registry of International Development Cooperation (RENCID)

Outcome 2. "Strengthening of the Mexican IDC policy, in its modalities of receiving and offering"

- i. Support for AMEXCID in the preparation and review processes of the International Development Cooperation Program (PROCID) 2020-2024
- ii. Mexico's policy as a recipient of IDC
- iii. Support for the implementation of AMEXCID's strategy for the evaluation of South-South Cooperation (SSC) programs and projects
- iv. Support for cooperation policy in Mesoamerica
- v. Support for AMEXCID's efforts to mainstream the gender perspective
- vi. Strengthening Mexico's IDC offering policy

Outcome 3. "Promotion of strategic alliances for development"

- i. Support for the internationalization of subnational governments
- ii. Strengthening of Economic Diplomacy and linkage with the private sector
- iii. Consolidation of Scientific, Technological, and Educational Diplomacy
- iv. Facilitation of the incorporation of Sports for Development and Peace strategies into Mexican cooperation
- v. Strengthening the national environment conducive to South-South Cooperation (SSC)
- vi. Support for the prospecting of funding sources for IDC projects

Outcome 4. "Support for the implementation of the Integral Development Plan (PDI)"

- i. Consolidation of Mexico's implementing capacity as a donor country
- ii. Formulation of innovative IDC projects
- iii. Consolidation of Humanitarian Diplomacy
- iv. Adoption of human security and social cohesion approaches in addressing internally displaced persons and those at risk

According to PROCAP 2022, the program has a grant for the three phases amounting to 30,728,393.13 USD, of which 30,320,458.01 USD comes from the government of Mexico; 150,000 USD from UNDP; 219,651.78 USD from the Center of Excellence; 135,200 USD from the National Forestry Commission (CONAFOR); and 22,448.56 USD from remaining funds from other UNDP projects.

Objectives and Scope of the Evaluation

According to the terms of reference (ToR), the purpose of the mid-term evaluation is to "assess the progress made so far, especially regarding installed capacity, as well as to identify opportunities for improvement and provide recommendations for necessary adjustments" The beneficiaries of the evaluation will include all stakeholders involved in the execution of the project; that is, AMEXCID, the Project Coordinating Unit, and the Effective Governance and Democracy Unit of UNDP Mexico.

Regarding the scope, the evaluation has covered the 17 outputs implemented in the PROCAP, in accordance with the quality principles of the UNDP (evaluation criteria): relevance, effectiveness, efficiency, sustainability, and coherence. In this regard, progress in the outputs, human resources structure, financial resources, and other key aspects have been assessed. The evaluation also proposes improvements and areas of opportunity for the continuation of the project. Furthermore, it provides input to strengthen Mexico's international cooperation actions, both in its donor and recipient modalities. Ultimately, the scope of the exercise focused not only on evaluating the proper and adequate execution and management of the project in accordance with what was established in its project document (PRODOC), but also on conducting a broader assessment of the strategy, based on the available evidence.

Objectives of the Evaluation:

- a. Analyze the progress of the project regarding the expected outcomes of the PRODOC, as well as its adaptive management in response to changes in the counterpart and external factors to the project.
- b. Assess whether the project's implementation strategy is effective and appropriate in relation to the organizational structure, available resources, timelines, and emerging needs expressed by the counterpart.
- c. Analyze the efficiency in the use of resources.
- d. Identify the level of commitment and involvement between the PNUD and AMEXCID as implementing partners of the project, as well as the installed capacities and the utilization of the achievements made so far.
- e. Assess the extent to which the gender equality perspective is mainstreamed in the project design, its outcomes framework, activity implementation, and management processes.
- f. Document and provide feedback on the lessons learned from the project across various dimensions: management, commitment between implementing partners, implementation, monitoring, budget and financial management, and achievement of outcomes.
- g. Provide recommendations and elements for decision-making and guidance for necessary improvements.

The evaluation matrix is presented in Annex 2.

Evaluation Methodology

The Organisation for Economic Co-operation and Development (OECD) states that “the purpose (of the evaluation) is to determine the relevance and achievement of objectives, and the efficiency, effectiveness, impact, and sustainability of development. An evaluation should provide information that is credible and useful to incorporate the lessons learned into decision-making processes”¹. In this regard, the methodology used was the Evaluation by Criteria², focusing the analysis on the achievement of expected outcomes. However, concepts from the Theory of Change were applied to the processes sought to be achieved in the evaluated intervention. This approach helps understand the mechanisms and links between processes and outcomes (causal relationships), explaining the key successes and limitations of the intervention.

Due to the aforementioned, the starting point or "methodological north" of the evaluation was the analysis of outputs indicators. However, as noted, a thorough analysis of the processes and dynamics generated in the intervention was also conducted, as part of capacity development and institutional strengthening, since it is considered that management, communication, articulation, and coordination directly influence the achievement of expected outputs and outcomes.

Therefore, the methodological starting point was the analysis of output indicators. Additionally, an in-depth analysis of the processes and dynamics generated during the intervention, particularly in capacity development and institutional strengthening, was conducted. This is because management, communication, coordination, and articulation directly impact the achievement of expected outcomes.

All tools used, which will be described later, were designed to gather necessary information, initially focusing on secondary data review, followed by primary data obtained through fieldwork, including in-depth interviews with key stakeholders involved in the intervention. All tools were created with a gender and human rights perspective, analyzing how the project’s actions aimed to reduce gender inequalities both in international development cooperation (IDC) projects and within AMEXCID

The methodology was flexible and dynamic, adaptable to PNUD’s requirements, ensuring a quick provision of information for immediate analysis.

Below are the key aspects of the data collection system used in the fieldwork for the evaluation:

¹ OECD (1991). «Principios de Evaluación de Asistencia para el Desarrollo». Organization for Economic Co-operation and Development, París.

² <https://www.oecd.org/development/evaluation/Criterios-evaluacion-ES.pdf>

1. **In-depth interviews** with key individuals involved in the execution process from AMEXCID, UNDP, and other institutions like the National Institute for Women (INMUJERES). Informants were selected at various levels to gather detailed and accurate information on the evaluation matrix. Some interviews and meetings with the PROCAP team were held remotely. A list of actors is provided in Annex 3, and interview scripts in Annex 4.
2. **Analysis of data collected** by the project's monitoring and evaluation system. This information was triangulated with that obtained during fieldwork.
3. **Organizational charts and flowcharts**, which allow for an analysis of the different processes or action protocols. These two tools were important for defining the management and functioning of the intervention.
4. **Timelines**, this is a supportive technique in interviews that helps recognize significant events within the implementation period of the intervention.

All primary information obtained during the fieldwork was analyzed and triangulated with the secondary information provided by the project, allowing for the extraction of the conclusions and recommendations presented in this evaluation report.

Additionally, the causal logic of the intervention was developed in the form of a Theory of Change (ToC) (see Annex 5), which enables a theoretical perspective on the relationships between various activities, and – above all – between the different components/outcomes of the program. The objective is to provide an integrated view of the program.

Data Analysis

In the qualitative evaluation process of the 'Cooperation Program between AMEXCID and UNDP' interview scripts were designed to address the evaluation questions and were applied to the various identified actors during the desk review phase, through a mapping of individuals involved in implementing the intervention. The UNDP office in Mexico was responsible for coordinating the interview schedule. It is important to note the particular situation marked by the proximity of a government transition, which affected the availability of some key actors, such as DGEPECI or the Executive Directorate.

The interviews focused on exploring actions undertaken in the third phase of PROCAP, as well as the perceptions, experiences, and assessments of the actors regarding the project outcomes. The evaluation emphasized the need to distinguish objective facts from opinions and perceptions. Additionally, interviewees were given the opportunity to offer recommendations to improve project outcomes and to highlight notable aspects of the intervention.

Throughout this process, confidentiality of the interviewees' input was ensured, fostering a trust-based environment that allowed them to share their insights without concern. Responses were analyzed with an approach combining continuous data validation and information triangulation to ensure the reliability and coherence of findings. This involved cross-referencing qualitative testimonies from interviews with available secondary information sources, mainly the project's monitoring reports (quarterly and annual) and other verification sources, including those specifically prepared for the evaluation.

During fieldwork, if discrepancies were found among information provided by different actors, interviews were deepened to clarify these differences. In some cases, issues were raised with the PROCAP coordination team for further clarification. This investigative phase was essential to distinguish facts from opinions, enabling more precise and objective conclusions. In cases where interviewee perceptions did not align with quantitative information, the latter was given greater validity as the more objective source, while responses were reviewed to determine whether they were being treated as facts or as perceptions, which, although useful for understanding the context, could not be validated.

In the final stage of fieldwork, a restitution session was held with the project coordinator, during which preliminary findings and conclusions from the evaluation were presented. During this session, more precise information on the findings was gathered, allowing for adjustments and a richer interpretation of the information. The feedback provided was recorded in a meeting summary presented to the project team.

This restitution and feedback exercise was key to ensuring the relevance and validity of the conclusions, guaranteeing that the actors' perceptions and experiences were accurately interpreted and considered in the final analysis of the project.

Findings

Quality of Design (Relevance and Coherence)

Question 1. Did the project's objectives support UNDP's strategy to strengthen AMEXCID? Do they correspond to international agreements such as SDG 17 or SDG 5?

UNDP Strategic Plan 2022-2025

The UNDP, within its Strategic Plan, establishes six emblematic axes on which its actions will focus. In this regard, PROCAP frames its logic of action within the axes of change as it seeks to influence; on one hand, the structural transformation and the promotion of AMEXCID's resilience, strengthening its capacities and guiding it towards a more inclusive and sustainable system. On the other hand, it focuses on the axis of leaving no one behind, which is closely linked to the SDGs, where the rights approach, empowerment, inclusion, equity, and human development are mainstreamed.

Sustainable Development Goals (SDGs)

The project is framed within the support for the achievement of the SDGs, specifically in the following SDGs:

SDG 5. Achieve gender equality and empower all women and girls

1. Target 5.1. End all forms of discrimination against all women and girls everywhere.
2. Target 5.5. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life.
3. Target 5.c. Adopt and strengthen sound policies and enforceable legislation to promote gender equality and the empowerment of all women and girls at all levels.

In this regard, the project is working on mainstreaming a gender perspective within AMEXCID on two levels: i) by incorporating it into project design, both in the roles of donor and recipient; and ii) within the agency itself, particularly through actions aimed at countering discriminatory treatment, sexual harassment, or workplace harassment.

SDG 17. Revitalize the Global Partnership for Sustainable Development

1. Target 17.6. Enhance North-South, South-South, and triangular regional and international cooperation on science, technology, and innovation and promote access to these, and increase the exchange of knowledge on mutually agreed terms, including improving coordination among existing mechanisms, particularly at the United Nations level, and through a global technology facilitation mechanism.
2. Target 17.9. Enhance international support for effective and targeted capacity-building activities in developing countries to support national implementation

plans for all Sustainable Development Goals, including through North-South, South-South, and triangular cooperation.

3. Target 17.17. Encourage and promote effective public, public-private, and civil society partnerships, building on the experience and resourcing strategies of partnerships.

PROCAP aims to strengthen AMEXCID's capacities, both political and operational, in International Development Cooperation (IDC), in its roles as both recipient and provider. It also seeks to establish strategic partnerships with non-traditional cooperation actors, such as academia, civil society organizations, private companies, and other entities like multilateral and bilateral cooperation agencies present in Mexico, or agencies involved in South-South or Triangular cooperation, such as the Chilean Agency for International Development Cooperation (AGCID), with whom it manages the Mexico-Chile Cooperation Fund. Additionally, it supports the Agency's contribution to the implementation of the Integral Development Plan.

[Question 2. Were the overall objective, expected outcomes, and outputs aligned with AMEXCID's strategic priorities?](#)

Strategic Priorities of AMEXCID

The National Development Plan 2019 – 2024 of the Government of Mexico³, in the chapter regarding Foreign Policy, international cooperation for development is highlighted as one of the normative principles guiding it during this administration. In this sense, for the Mexican government—and it is expected that this will also be the case for the next government—IDC will continue to be one of the axes to strengthen within foreign policy, which is why AMEXCID will maintain a predominant role.

The PROCAP, within its planning matrix, has incorporated actions for each of the action axes⁴ of IDC in Mexico, namely: i) Diplomacy in International Cooperation; ii) Educational Diplomacy; iii) Citizenship Diplomacy; iv) Humanitarian Diplomacy; v) Diplomacy in Science, Technology, and Innovation; and vi) Sports Diplomacy. Additionally, it includes strengthening processes to consolidate Mexico as a relevant actor in international cooperation, transforming it – furthermore – into an executing entity for projects. Within this broad spectrum, the program opted to develop substantive actions that are transversal to the institution, strengthening monitoring and evaluation processes that encompass all executing directions of AMEXCID, and incorporating a gender perspective within the institution.

This last point is in line with the Feminist Foreign Policy promoted by the Mexican government as a tool to build a more just and equal world. This policy seeks to "position the commitment to address the root causes of inequality, such as discrimination, violence, and poverty, in the regional sphere (...) It stands out for its intersectoral approach, taking

³ <https://framework-gb.cdn.gob.mx/landing/documentos/PND.pdf>

⁴ https://x.com/SRE_mx/status/1772971840404689236

into account the interconnectedness of different types of discrimination, such as gender, race, social class, and sexual orientation"⁵. In this sense, PROCAP aims to include a gender perspective within the plans, strategies, and tools that govern IDC, starting with the development of a guide for its mainstreaming.

Question 3. Is there a results framework for project management? If so, what is its current quality? (Did it clearly reflect how outputs lead to the achievement of outcomes?) If not, why not?

The process of formulating a development project is summarized in its planning matrix. From this matrix, progress in meeting the outputs can be measured, as well as their degree of contribution to the stated outcomes. In this sense, the present program presents a Results Matrix that consists of a general objective, four expected outcomes, and seventeen outputs. The PRODOC 2022, which frames this evaluation, does not present outcome indicators, making it impossible to measure whether the fulfillment of the developed outputs would lead to achieving the outcomes. However, based on how they are formulated ('capacities developed,' 'strengthened,' 'promoted,' or 'support'), it can be inferred that the actions implemented in each output would lead – to a greater or lesser extent – to obtaining these outcomes.

The evaluation has identified several key aspects that affect the quality of the Results Matrix, which must be addressed to improve the clarity and effectiveness of the project's monitoring system. One of the main findings is that the Matrix lacks a clear sequence of actions that allows for progressively achieving the indicators for the outputs. The fulfillment of these should be directly aligned with achieving the outcomes. Currently, the outcomes are not sufficiently interrelated, which hinders an integrative approach in tracking achievements and the real impact intended to be reached.

In terms of the indicators proposed in the PRODOC, they meet the characteristics of being SMART (Specific, Measurable, Achievable, Realistic, and Time-bound). However, it was observed that although the output indicators are relevant for tracking progress, the project's focus should center on fulfilling the outcome indicators. Their measurement should constitute the main "north" for project execution.

One of the main problems detected is that the indicators were not 'parameterized' clearly from the beginning of the intervention. That is to say, formulas and methodologies for their calculation were not precisely defined, nor were they conceptualized in such a way that all involved parties had a common understanding of how they would be measured. This could generate inconsistencies in measuring outputs throughout PROCAP's execution, affecting data comparability between monitoring reports and limiting the accuracy of results obtained.

⁵ <https://www.gob.mx/sre/articulos/mexico-lidera-la-adopcion-de-la-declaracion-sobre-la-politica-exterior-feminista-para-america-latina-y-el-caribe-359348#:~:text=La%20Pol%C3%ADtica%20Exterior%20Feminista%20es,econ%C3%B3mico%20para%20todas%20las%20personas.>

Another relevant finding is that the indicators are generally disaggregated by sex, which facilitates differentiated analysis and allows for identifying possible gender gaps that the project may not be adequately addressing. This approach is positive, and its effectiveness will depend on its maintenance throughout the entire project cycle, with systematic monitoring that allows for detecting and mitigating any gender inequality.

The monitoring reports are not fully standardized regarding the minimum information that must be provided over time. Likewise, presentations for the Project Board should include this information. This will enable tracking and measuring overall progress of the intervention. It is pertinent that annual monitoring reports incorporate compliance with indicators both for the reported period and cumulatively. It is important to note that there has been an improvement in the quality of information presented starting from the 2022 reports.

Question 4. Are the general objective, expected outcomes, and outputs coherent? Are they clear, logical, and directed towards the identified needs?

The Results Matrix is coherent in that the outcomes are defined by the strengthening of AMEXCID's capacities; therefore, fulfilling them allows for achieving the objective of institutional consolidation, thereby becoming more effective in international development cooperation. As previously mentioned, for a stronger assertion, PROCAP must define the indicators that will measure the extent of its outcomes.

The project responds to the need to strengthen AMEXCID's capacities in its dual role as both a recipient and donor of international development cooperation. And for this purpose, as can be read in Question 2, it aligns with AMEXCID's strategic priorities.

Question 5. Were key cross-cutting issues, such as gender equality, adequately integrated into the design of the intervention?

The program has incorporated a gender perspective into all its actions. In this regard, concerning UNDP personnel, from 2019 to 2021, the percentage of women was over 60% of the total staff with contractual links. In 2022, it was 56.6%, and in 2023, it was 51.72%. Additionally, all staff—both men and women—completed eight mandatory courses on gender equality, covering basic concepts as well as topics such as economic autonomy, leadership, empowerment, violence, workplace equality, and gender and the environment.

Regarding the mainstreaming strategy, PROCAP developed three documents that serve as a framework for action; these are: i) the Guide for the Mainstreaming of the Gender Perspective; ii) the Working Notebook; and iii) the Analysis Report of surveys conducted within the framework of the evaluation of the projects “Jóvenes Construyendo Futuro” and “Sembrando Vidas”. In this sense, those consulted during fieldwork agree that the information generated by the project is of utmost importance and provides a significant framework to begin operationalizing the gender perspective.

Considering the suggestions made by interviewees during the field phase, it is recommended that the work be approached from two angles:

It has been identified that, in the internal sphere, the integration of gender equality into institutional policies and tools is not fully consolidated. Although there are some efforts in this regard, it was observed that the self-managed training courses on gender are limited to personnel hired by UNDP and do not include all of AMEXCID, which could hinder comprehensive implementation. Furthermore, while the training provided is important, the topics covered could be expanded to develop greater capacities, such as intersectionality or new masculinities. Additionally, although in-person workshops have been conducted to identify issues and possible responses, the participation of staff with responsibility and decision-making capacity in these spaces is not systematic.

It was also noted that there is a lack of gender focal points in the various general directorates of AMEXCID. Currently, work on gender equality policies is centralized in a single focal point, but effective integration of the gender perspective across all areas of the institution has not been achieved. The absence of specific focal points in each directorate limits the coordination and scope of gender policies throughout the agency.

Regarding the prevention and handling of workplace harassment and sexual harassment cases, protocols are in place when the individuals involved are part of AMEXCID's structure, as well as when the harasser is UNDP-contracted personnel. However, there is an undefined area when the harasser is part of AMEXCID's structure and the harassed individual is UNDP-contracted.

Additionally, it was identified that a specific regulation covering the National Care System's standards has not been implemented. This limits AMEXCID personnel, including both regular staff and those contracted by UNDP, from effectively balancing work and family life, particularly when they have dependents, such as children, elderly adults, or individuals with disabilities.

Finally, the evaluation revealed that the strategy to mainstream the gender perspective should begin by focusing on consolidating what is considered 'priority' and then scaling up in the medium term, setting more ambitious goals that could resemble the certification used by the UNDP office in Mexico.

Externally, the evaluation identified a need to consolidate processes to mainstream the gender and intersectionality perspectives in development cooperation projects, both those implemented by executing divisions and those developed with Mexico as the recipient country. Although some steps have been taken in this direction, significant gaps remain in effectively incorporating these perspectives throughout the entire project cycle.

It was observed that, in some cases, projects are considered to address the gender component simply by disaggregating indicators by sex. However, it was also noted that although sex-disaggregated data is useful, this alone does not reflect a reduction in inequalities between different groups, especially if it is not cross-referenced with other

variables such as socioeconomic level, ethnicity, or disability, among others; therefore, it is insufficient. This more limited approach hinders the design of policies or projects that genuinely aim for gender equality from an intersectional perspective.

Another important finding is that, despite progress made, the inclusion of a gender perspective has not yet been operationalized across the different stages of the project cycle (call for proposals, design, formulation, implementation, monitoring, and evaluation); however, it is recognized as a necessity by interviewees. Similarly, the lack of gender markers in calls for proposals and developed projects has been identified, which prevents a critical and systematic reflection on whether the actions implemented have adequately incorporated gender equality approaches. Some examples, such as the work done by the Mexico-Chile Cooperation Fund, show that it is possible to incorporate these markers, but they have not yet been generalized within AMEXCID's internal processes.

Overall, interviewees believe there has been solid progress, as gender mainstreaming has been positioned within AMEXCID's agenda, not merely due to external requirements. It is recommended, in this regard, to deepen this work and continue adding substance to Mexico's 'Feminist Foreign Policy.' The actions described affirm that PROCAP has made significant progress in mainstreaming the gender perspective within AMEXCID, contributing to Signature Solution 2, especially concerning women's participation and leadership, and to Signature Solution 6 on gender equality, as outlined in UNDP's Gender Equality Strategy 2022-2025. According to the project coordination team, as a result of workshops held with personnel from various general directorates, a document entitled 'Roadmap for Mainstreaming the Gender Perspective in AMEXCID' was created and delivered on September 24, capturing some of the previously identified findings and recommendations.

Effectiveness

Question 6. Do the strategies implemented by the program ensure the achievement of the expected outputs/outcomes? Do different stakeholders have access to these? If the answer is negative, why?

To what extent are the expected outputs/outcomes outlined in the Results Matrix being fulfilled or progress being made?

As noted in the previous criterion, the PRODOC 2022 does not establish outcome indicators, making it impossible to determine the degree of compliance. However, to address the sub-questions, the degree of progress in achieving the outputs established in the Results Matrix is presented, which will allow us to infer whether the outcomes are being reached according to the established targets.

The program has 17 outputs, each with an indicator. In total, 4 of them have shown progress of over 75%, of which 2 fall under Outcome 1 and are related to human resources processes linked to UNDP regulations and the capacity strengthening of contracted experts in IDC. Additionally, 1 of the indicators has a compliance rate between 50% and 75%, while 3 are below 50%. A total of 47% (8) have shown no progress, which – according to the program coordination – was due to a lack of requests from AMEXCID to execute actions. Finally, 1 of the indicators, although it has made progress, cannot be measured because the corresponding verification sources are not available.

Table 1. Compliance with Outputs Indicators

Indicators	Degree of Compliance with the Goal
I1.1. Percentage of human resources procedures completed on time in accordance with corporate regulations	125%
I1.3. I1.3. Number of individuals who completed any training	140%
I2.2. Support/Realization/Implementation of a comprehensive monitoring policy	130.65%
I3.4. Number of individuals who completed any training and/or participated in an event promoting the model	100%
I2.4. Reach of actions organized to raise awareness about the mainstreaming of the gender perspective in IDC	75%
I3.5. Reach of linkage with relevant IDC actors in Mexico	22.22%
I1.2. Number of recommendations from the Action Plan for IDC specialists implemented	14.29%
I4.2. Number of officials who participated in humanitarian brigades	24%
I1.4. Number of individuals who completed the accreditation process for RENCID	No progress
I2.1. Report on Mexico's priorities as a recipient country	No progress
I2.3. Reach of the recommendations formulated in the Decalogue	No progress
I2.5. Number of AMEXCID projects that benefited from project management	No progress
I3.1. Contribution to the internationalization program of 50 cities in Mexico	No progress
I3.2. Number of participants representing Mexico's partner countries	No data
I3.3. Progress in establishing a scientific cooperation network	No progress
I3.6. Number of established CSS alliances	No progress
I4.1. Number of implemented IDC projects supported	No progress

Source: Prepared by the author based on the quarterly and annual monitoring reports

Given the current pace of progress, to what extent is it feasible to achieve the expected outputs by the project's scheduled closure date?

Based on this information, in addition to the outputs that have already met the established target, it could be expected—in this third phase of PROCAP—that compliance with the outputs will exceed 50%, which would mean that only the indicator related to the mainstreaming of the gender perspective could be fulfilled.

Although there are no indicators to measure progress on the expected outcomes, based on the information described above, it can be anticipated that Outcome 1, framed within the development of AMEXCID's institutional capacities, could be achieved. Outcome 2 has made progress in the substantive actions of establishing a monitoring, evaluation, and learning strategy, as well as in the mainstreaming of the gender perspective; however, considering that this outcome refers to strengthening IDC policy in its modalities of reception and offer, and that the outputs most closely linked to it – such as Output 2.1 Strengthening Mexico's policy as a recipient of IDC, Output 2.3 Support for cooperation policy in Mesoamerica, and Output 2.5 Strengthening Mexico's IDC offer policy – have not made progress, the fulfillment of the established outcome is not expected. Regarding Outcomes 3 and 4, most outputs have not made progress, and others are linked to specific actions that are time-bound, such as “Ciudad de los Niños”, “Memoria Histórica y Patrimonio”, or even humanitarian brigades.

To what extent are the obtained outputs being utilized by the rights holders?

In relation to the outputs of Outcome 1, aimed at strengthening the capacities of UNDP-contracted IDC experts, it is mandatory to complete 18 courses to obtain accreditation, with access to the materials developed for this purpose. During the fieldwork, interviewees who took the courses emphasized the importance of maintaining permanent access to these contents for future reference; however, PROCAP coordination mentioned that the courses are accessible to those who completed them, leading to the conclusion that it might be a communication issue. Additionally, they suggested expanding the training offerings, especially on practical topics for daily work, such as project formulation, indicator generation, and data collection.

Regarding the outputs of Outcome 2, related to the evaluation and monitoring strategy and the mainstreaming of the gender perspective, progress has been made through a participatory process that has generated outputs establishing the framework for deepening these cross-cutting issues in AMEXCID's management structure. However, it is identified that PROCAP must provide support to the directorates to operationalize these frameworks and facilitate their incorporation into daily work.

As for Outcomes 3 and 4, the actions developed have been specific, focusing on transportation management or per diem for missions, as well as the hiring of consultancies or the acquisition of material good.

To what extent are the individuals involved satisfied with the quality and delivery of the outputs/services? If the answer is negative, in what ways are the outputs/services not meeting the expectations of those who would be the beneficiaries?

The individuals interviewed during the fieldwork expressed their satisfaction with the project's outputs in two main areas. The first pertains to the management, hiring, and capacity strengthening of IDC experts contracted by UNDP, a modality that allows AMEXCID to incorporate personnel without relying on the opening of public positions. The second area relates to resource management for administrative and logistical support, which has facilitated processes such as payment for transportation and accommodation services for national and international missions, tenders for the acquisition of equipment (as in the case of support for Memoria Histórica y Patrimonio), and the hiring of external consultancies.

The evaluator suggests that, although the management of personnel through IDC may not strengthen AMEXCID's capacities due to the lack of knowledge transfer, the rigorous hiring processes ensure suitable personnel that strengthen the various general directorates. Considering staff turnover, knowledge management becomes essential. Therefore, self-managed courses are presented as an effective tool to ensure that contracted personnel receive relevant training for their functions.

Regarding the substantive actions, the interviewees highlighted PROCAP's participatory work, noting as an achievement the positioning of monitoring and the mainstreaming of the gender perspective within AMEXCID. The developed outputs are valued for constituting the foundation for implementing actions that consolidate these cross-cutting issues and their integration into the agency's operational structure.

To what extent can it be said that the knowledge, attitudes, and practices of the beneficiaries of AMEXCID have increased?

The development of knowledge, attitudes, and practices is primarily based on the training implemented and the participatory work carried out. The initial training processes and induction courses have established essential foundations on crucial topics such as the gender perspective. At the same time, participatory work has created valuable spaces for dialogue and collective building, facilitating the preparation of foundational documents to consolidate PROCAP's substantive actions. Through collaborative methodologies, it has been possible to initiate the exchange of experiences and best practices among staff from the various involved directorates. This initial progress has also facilitated the identification of key actions that would allow for consolidating the mainstreaming of the monitoring and evaluation strategy, as well as the gender perspective. Together, these initiatives have strengthened capacities and optimized the practices of staff participating in collective building processes.

To what extent have advances been made in the implementation of the gender mainstreaming strategy outlined in the project document? What are identified as facilitators and obstacles to achieving it?

Significant progress has been made in mainstreaming the gender strategy within the project, although there are still areas where these efforts can be further deepened and consolidated. One of the most notable achievements is the creation of framework documents guiding this implementation, such as the Guide for Gender Mainstreaming, the Workbook, and the Survey Analysis Report. These materials provide a solid foundation for operationalizing the gender perspective in AMEXCID's actions and projects.

Additionally, comprehensive training has been conducted, with all personnel participating in eight mandatory courses on gender equality. These courses cover both basic concepts and more specific topics, including economic autonomy, leadership, and violence. This approach has not only raised awareness of gender equality within the institution but has also led to more than 60% of contracted personnel being women in previous years, although this percentage has slightly declined in recent years.

However, despite these advancements, there are still obstacles that hinder more effective implementation. One of the main challenges is the need to expand training to all AMEXCID personnel, particularly those with decision-making authority. It is also crucial to establish gender focal points in each general directorate to ensure that work on equality policies does not rely solely on one focal point. Additionally, a lack of clear protocols to address workplace harassment and sexual harassment has been identified, especially in cases involving different organizational structures.

OUTPUTS ANALYSIS

The evaluation also finds it appropriate to present a more detailed analysis of each of the outputs developed by the project, which was used as input to respond to the previously formulated questions.

Outcome 1. Institutional capacities for the management of IDC have been developed

Output 1.1. Hiring of IDC Specialists

Table 2. 11.1. Percentage of human resources procedures completed on time in accordance with corporate regulations

Baseline	Target (Year 5)	% Compliance	Executed by the project
0%	80%	125%	In 2023, 100% of human resources (HR) procedures were conducted in compliance with regulations

Source: Own elaboration based on the monitoring reports

The indicator has been met at 125%. According to the annual reports of PROCAP, in 2019 – due to the high number of resignations and new hires – only 30% of HR procedures could be aligned with corporate regulations.

The output that consumes the highest percentage of financial resources is the hiring, by UNDP, of personnel to work at AMEXCID. In 2022, the problem was that additional commitments beyond the USD 2.5 million annual budget were disbursed in six installments, which meant that, in many cases, contracts could not be renewed due to a lack of financial resources to guarantee payment. According to interviewed stakeholders, monthly contracts were issued, which may—according to these individuals—have influenced the number of resignations. However, if we take the number of departures as a proxy variable, this assertion lacks evidence, as in 2020, there were 21 departures; in 2021, 48; in 2022, 24; and in 2023, 36. As can be seen, the number of departures in 2022 is lower than in other years, although the 2020 and 2021 data is incomplete due to missing quarterly follow-up reports. What is important to note is that this situation led to affected personnel being in a precarious situation, with the added risk that, between the termination and reactivation of their contract, staff were vulnerable, as if a work-related accident occurred, the reimbursement of expenses would not be immediate, which could cause significant inconvenience. In the following years, the disbursement was made according to the provisions of the institutional agreement.

It is also important to note that according to the document "Historical Contracts AMEXCID 2019-2024," the tenure of contracted personnel follows this distribution.

Table 3. Tenure of UNDP contracted personnel

Length of stay	Percentage (%)
Less than 1 year	5.3
Between 1 and 2 years	26.3
Between 2 and 3 years	22.6
Between 3 and 4 years	12.1

Between 4 and 5 years	9.5
Between 5 and 6 years	11.1
Between 6 and 7 years	4.7
Between 7 and 8 years	0.5
Between 8 and 9 years	1.1
Between 9 and 10 years	3.2
Between 10 and 11 years	3.2
More than 11 years	0.5

Source: UNDP

Of the total contracted staff, 54.2% have been with the organization for less than three years, while 31.6% have been with the organization for less than two years. It is worth noting that UNDP's recruitment processes are rigorous and follow standardized timelines, so they have faced pressure from AMEXCID to expedite these processes due to urgent staffing needs.

In this context, and based on forecasts made by the PROCAP team, it has been decided to gradually reduce the number of UNDP hires to align with the available annual financial resources. This decision, along with greater job stability and the need for personnel planning by the directorates, should positively impact on the average contract durations.

It is important to note that some of the UNDP contractors interviewed expressed that not being part of AMEXCID's structure may limit their professional development, especially in representation functions. It is suggested that PROCAP consider mechanisms to facilitate direct hiring by AMEXCID after a maximum period as UNDP contractors (for example, the first six months), which would also allow them to access legal benefits.

The evaluator recommends incorporating capacity-building indicators, using proxy variables such as the annual increase in the average duration of contracts, the increase in UNDP contractors who remain at AMEXCID, and the increase in contractors who transition to direct contracts with AMEXCID, all disaggregated by sex. Using indicators linked to measuring improvements in capacity, such as productivity, often involves difficulties in measurement, in addition to linking improvements within policies or processes with the program's actions.

Output 1.2. Strengthening the management of IDC specialists

Table 4. 11.2. Number of recommendations from the Action Plan for IDC specialists implemented

Baseline	Target (Year 5)	% Compliance	Executed by the project
0%	70%	14.29%	2 recommendations were executed (10%): Communication with UNDP contractors and Induction Plan

Source: Own elaboration based on monitoring reports and the Action Plan

The indicator has been achieved at 14.29%; that is, 10% (2) of the recommendations from the Action Plan were implemented: i) the development of manuals to guide AMEXCID

in managing its human resources, organizing informative and thematic meetings, and ii) the transition to a single management system for the IDC specialists.

In this regard, in 2018, the 'Action Plan for Mexican Specialists in International Development Cooperation' was developed. The document presents three scenarios and recommendations for each one. Since the third scenario (C) involved the completion of PROCAP, and the second (B) involved the federal administration integrating a specific number of positions into AMEXCID's structure (it is important to keep this in mind if this recommendation is addressed), we will base the indicator on scenario (A), where the program continues as it was developed. The recommendations were divided into the following items:

1. Scenario A (20)
 - Human resources planning (8).
 - Recruitment and competitions (4).
 - Professional development, training, and organizational climate (5).
 - Cross-cutting issues in program management (3).

The monitoring reports from 2020 onwards indicate the following progress:

1. Communication with UNDP contractors under the Service Contract (SC) modality through informative emails, informing them about their contractual rights and obligations.
2. Development of the "Comprehensive Induction Plan for AMEXCID-UNDP Specialists 2022." In this framework, two webinars were conducted on the NPSA contractual modality (National Personnel Service Agreement), the Security Clearance process, and CIGNA medical insurance.

Output 1.3. Promotion of Capacity Strengthening for IDC Specialists

Table 5. II.3. Number of people who completed any training

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	200	140%	At least 280 people hired by UNDP

Source: Source: Prepared by us based on the quarterly reports

The indicator has been achieved at 140%. Although the data provided by the evaluation may not be accurate, as not all quarterly reports are available, the objective was to determine if at least the target of 200 people had been reached as proposed. The approach taken has been to count the total number of UNDP hires in 2019 (including renewals, new hires, and departures) and to add the new entries each quarter. The assumption made is that all UNDP contractors, at a minimum, completed one of the mandatory courses.

Table 6. Number of UNDP contractors since the Fourth Quarter of 2019

	Workers	Action
4Q – 2019	130	Renewal
	24	New hires

	19	Resignations
1Q – 2020	10	New hires
2Q – 2020	6	New hires
3Q – 2020	-	
4Q – 2020	The report is not available	
1Q - 2021	3	New hires
2Q – 2021	30	New hires
3Q – 2021	10	New hires
4Q – 2021	The report is not available	
1Q – 2022	12	New hires
2Q – 2022	1	New hires
3Q – 2022	10	New hires
4Q – 2022	8	New hires
1Q – 2023	4	New hires
2Q – 2023	9	New hires
3Q – 2023	3	New hires
4Q – 2023	1	New hires
TOTAL	280	

Source: Own elaboration based on the quarterly reports

In this case, since 2019, PROCAP has hired a total of 280 specialists in IDC, who have completed at least the following mandatory courses:

1. *Anti fraud.*
2. *BSAFE.*
3. *Ethics and integrity.*
4. *Greening the blue.*
5. *Preventing sexual harassment.*
6. *PSEA.*
7. *UNDP Legal framewok.*
8. *UN human rights.*
9. *The Gender Journey.*
10. *Disability inclusion (added in 2023).*

Additionally, starting in 2022, 8 mandatory courses on gender equality were added:

11. I know about gender 1-2-3: Basic concepts of gender; international framework for gender equality; and promoting gender equality within the UN system.
12. I know about gender 4: Economic empowerment of women.
13. I know about gender 5: Women's leadership and decision-making power.
14. I know about gender 6: Violence against women and girls.
15. I know about gender 7: Gender equality in the workplace.
16. Open Online Course on Gender and Environment.

Several webinars have also been developed throughout the implementation period, such as:

17. "Cooperation for Development in Mexico: Post-COVID-19 Reconfigurations".
18. "NPSA contractual modality, the Security Clearance process, and CIGNA medical insurance".

Finally, as previously mentioned, in 2019 the course "Training in International Development Cooperation" was conducted.

The evaluation recommends that the mandatory courses implemented include a space in the self-assessment for contractors to leave comments or questions they may have about the courses taken. In this regard, it is suggested to create periodic consultation spaces (virtual) where questions can be answered or information expanded upon. It is also important that those who developed the courses are aware that these are open for ongoing inquiries.

Output 1.4. Support for the improvement of management and quality of information of the RENCID

Table 7. 11.4. Number of people who completed the RENCID accreditation process

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	45	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, this indicator has not made any progress. According to UNDP, there was no request from the counterpart.

Outcome 2. The IDC policy, in its modalities of reception and offer, has been strengthened

Output 2.1. Strengthening Mexico's policy as a recipient country of IDC

Table 8. 12.1. Report on Mexico's priorities as a recipient country

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	100%	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, this indicator has not made any progress.

According to what has been stated, AMEXCID has a methodology that is reviewed every two years to define, bilaterally with its counterparts, Mexico's capacities as a donor and the needs of recipient countries.

Output 2.2. Support for the implementation of AMEXCID's strategy for the evaluation of SSC programs and projects

Table 9. 12.2. Support/Implementation of a comprehensive monitoring policy

Baseline	Target (Year 5)	% Compliance	Executed by the project
0%	60%	130.65%	29 out of 37 planned activities were executed (78.39%)

Source: Own elaboration based on the monitoring reports

The indicator has been met at 130.65%.

In the Conceptual Note (2022) regarding the Strategy for building monitoring, evaluation, and learning processes in AMEXCID, 37 activities were established divided into 4 results: i) Review of the design evaluations conducted by the DGPyE for the JCF and SV projects in Honduras and El Salvador (10); ii) Conducting analysis/evaluation of results for the assessment of the JCF and SV projects in Honduras and El Salvador and identifying learnings that are useful for their implementation processes in Guatemala, Haiti, and Cuba (14); iii) Collaborating with different areas of AMEXCID in developing monitoring and evaluation processes to support development/capacity building within the agency (8); and iv) Systematizing learnings from the implementation of the JCF and SV programs (5). According to the 2023 monitoring report, 17 of the expected actions have been implemented, resulting in a compliance rate of 78.39%.

In this regard, in August 2022, terms of reference were presented for hiring consulting services to assess the quality of internal design evaluations of the two mentioned projects, conducted by the Directorate General of Planning and Evaluation (DGPyE) itself. The report was presented in January 2023.

Subsequently, PROCAP supported the development of the results evaluation for the two projects. The reports were delivered by the external consultant in September 2023. According to various stakeholders, the evaluation has some methodological flaws, where conclusions do not necessarily correspond with the described findings, which is why the evaluations would not be published.

During the evaluation period, coordination provided AMEXCID with a booklet that collects the main findings, including those related to gender perspective, from the entire evaluative process implemented with PROCAP's support.

For the remaining execution period, it is important to advance in concluding the evaluation and monitoring strategy by working on system design, establishing a compendium of tools for monitoring, developing a manual to include monitoring processes in IDC interventions, as well as progressing with piloting tools and disseminating advancements of the strategy.

The evaluation has identified that support for monitoring and evaluating international development cooperation (IDC) projects, both as a recipient and donor, continues to be a priority for AMEXCID. According to discussions with various stakeholders, there remains a need to strengthen this area since proper management of monitoring not only allows tracking progress but also contributes to generating learning spaces for involved personnel.

It has been observed that monitoring and evaluation of cooperation projects still lack specific tools and systematic training that would enable effective integration of personnel in these processes. In particular, there is a need to strengthen training in key areas such as project design and formulation, building a Results Matrix, developing SMART indicators, and selecting Verification Sources. High staff turnover at AMEXCID has been

identified as a factor limiting continuity and effectiveness of knowledge management in these areas, reinforcing the need for self-managed and accessible training resources like virtual courses.

Regarding awareness of the value of monitoring and evaluation, it was found that AMEXCID's general directorates, especially those executing projects, still do not fully understand the importance of these tools as instruments for learning beyond their traditional role in accountability. These limits leveraging monitoring processes as an opportunity to improve project execution.

Additionally, during fieldwork it was mentioned that it would be important for the Directorate General of Planning and Evaluation (DGPYE), together with AMEXCID's executive directorates—mainly those executing projects—to develop a series of indicators that also respond to each one's particular needs. It was highlighted that support from UNDP and CONEVAL could be a key factor in strengthening these indicators' definition. In this same vein, developing agile and specific tools for information gathering for monitoring was suggested.

Moreover, it was mentioned that the monitoring, evaluation, and learning strategy can be validated through monitoring one or more projects executed by AMEXCID's directorates, which would allow final adjustments to be made to the strategy.

Finally, establishing a protocol after monitoring and/or evaluations that creates spaces for dialogue, reflection, and learning.

Output 2.3. Support for the cooperation policy in Mesoamerica

Table 10. I2.3. Scope of the recommendations formulated in the Decalogue

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	6	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, this indicator has not made any progress.

The Decalogue of South-South and Triangular Cooperation in Mesoamerica⁶ is the result of joint work between PROCAP and the Dr. José María Luis Mora Research Institute. The final document was presented at the XVII Summit of Heads of State and Government of the Tuxtla Dialogue and Concertation Mechanism, held in San Pedro Sula, Honduras, from August 21 to 23, 2019.

The working document identified ten priorities and lines of action that should guide IDC in Mesoamerica, namely:

1. Reinforce Mesoamerican identity.

⁶ <https://www.undp.org/es/mexico/publicaciones/decalogo-de-cooperacion-sur-sur-y-triangular-en-mesoamerica>

2. Promote a comprehensive vision of development in Mesoamerica.
3. Implement regional development measurements.
4. Ensure the sustainability of regional public goods through South-South and Triangular Cooperation (SSTC).
5. Seek coherence in guidelines for sustainable development in Mesoamerica.
6. Stimulate multi-actor alliances in Mesoamerican SSTC.
7. Strengthen Mesoamerican institutional capacity for higher quality and effectiveness in SSC.
8. Influence the resolution of legal and fiscal challenges of regional SSC.
9. Facilitate alignment between the supply and demand of SSTC in Mesoamerica (this line of action aligns with Output 2.2 and Output 2.6).
10. Ensure strategic communication of SSTC actions in Mesoamerica.

According to reports in the quarterly reports, PROCAP financed several high-level missions:

- The XXXI Meeting of International Cooperation Directors from Latin America and the Caribbean held in Santo Domingo (Dominican Republic).
- Meetings for the implementation of the "Mesoamerica Without Hunger" program by the Food and Agriculture Organization (FAO) held in Quintana Roo (Mexico).
- The presentation of the platform for the Mesoamerican Network for Comprehensive Risk Management at the "Action Disaster Relief" forum held in Panama City (Panama).
- The First Meeting of the Executive Commission of the Mesoamerica Project held in Panama with representatives from Mexico as Permanent Presidency (Panama).

Output 2.4. Support for AMEXCID's efforts to mainstream the gender perspective

Table 11. I2.4. Scope of the organized actions to raise awareness about the mainstreaming of the gender perspective in IDC

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	4	75%	Guide (1), Workbook (2), and Survey Analysis Report (3)

Source: Own elaboration based on the monitoring reports

The indicator has been achieved at 75%.

Starting from the third quarter of 2022, actions began to be developed aimed at mainstreaming the gender perspective in international development cooperation (IDC) and within AMEXCID. In this regard, the initial actions focused on creating a "Guide for Mainstreaming the Gender Perspective in International Development Cooperation Programs and Projects"⁷, as well as establishing a protocol to combat and address cases of workplace harassment and sexual harassment.

⁷ <https://www.undp.org/es/mexico/publicaciones/guia-para-la-transversalizacion-de-la-perspectiva-de-genero-en-programas-y-proyectos-de-cooperacion-internacional-para-el>

The development of the Guide began with an agreement between PROCAP and the Gender Unit of UNDP, and its creation was intended to be widely participatory. In this sense, actions were taken such as supporting the implementation of a survey within AMEXCID to assess the levels of understanding and awareness of gender issues, creating a mapping of countries with gender initiatives in international development cooperation, among others. Finally, the Guide was published in November 2023. At that time, a Workbook⁸, which is part of the Guide, was also presented. It proposes exercises, tools, and gender markers to identify gender gaps in IDC projects or programs.

Another action carried out within this output was the development of a series of surveys targeting rights holders of the 'Jóvenes Construyendo el Futuro' and 'Sembrando Vida' projects.

Table 12. Surveys on the implementation of the gender perspective in projects

Project	Honduras		El Salvador		Total	
	Nominal	%	Nominal	%	Nominal	%
SEMBRANDO VIDA	375	100	367	100	742	100
MAN	208	55.47	235	64.03	443	59.7
WOMAN	165	44	132	35.97	297	40.03
OTHER	2	0.53	0	0	2	0.27
JÓVENES CONSTRUYENDO EL FUTURO	296	100	277	100	573	100
MAN	65	21.96	82	29.6	147	25.65
WOMAN	230	77.70	195	70.4	425	74.17
OTHER	1	0.34	0	0	1	0.18

Source: Own elaboration based on the information from the surveys of the JCF and SV projects

As can be observed, in the 'Sembrando Vida' project, 40.03% of the surveyed individuals were women, with a higher proportion in Honduras (44%) than in El Salvador (35.97%). However, in the 'Jóvenes Construyendo el Futuro' project, women represented 74.17% of the surveyed sample, reaching 77.7% in Honduras and 70.4% in El Salvador.

The Survey Analysis Report provides the following six recommendations:

- a. Incorporate the gender perspective from the design of the projects to ensure that the differentiated needs of women and men are addressed.
- b. Consider the sustainability dimension of the projects once the interventions supported by the states or the Mexican State have ended.
- c. Strengthen the component for developing networks or instances of interaction among women to increase their participation, promote their ventures, and empower them.
- d. Incorporate a training plan in the projects that has a strategic vision for capacity development.
- e. Continue strengthening components in projects: training and empowerment.
- f. Conduct participatory diagnostics during the design phases of the projects.

⁸ Ibidem

Output 2.5. Strengthening Mexico's IDC Supply Policy

Table 13. I2.5. Number of AMEXCID projects that benefited from project management assistance

Baseline	Target (Year 5)	% Compliance	Executed by the project
1	5	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, this indicator has not made any progress.

Outcome 3. Strategic alliances for development promoted

Output 3.1. Support for the internationalization of subnational governments

Table 14. I3.1. Contribution to the internationalization program of 50 cities in Mexico

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	8	-	-

Source: Own elaboration based on the monitoring reports

In the third stage of the PROCAP, no progress has been made. Although the indicator states that the objective is the internationalization of 50 cities in Mexico, the goal for the six years of the project is 10.

The document 'Mapping of International Cooperation Projects and Actions by Subnational Governments in Mexico'⁹, which served as the basis for this output, was published in October 2018, during the second phase of the PROCAP.

Output 3.2. "Development services in support of the 'Historical Memory and Heritage' axis of CELAC¹⁰ and the Government of Mexico's Commemorations Program 2019-2024"

Table 15. I3.2. Number of participants representing Mexico's partner countries

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	10	No data	No data

Source: Own elaboration based on the monitoring reports

There are no Verification Sources that account for the percentage of compliance with the indicator.

However, actions related to "Historical Memory and Heritage" were carried out. In this regard, PROCAP provided support by financing certain expenses (travel, flights, internal transfers, and accommodation) related to events that took place between July and September 2021:

- "100 years since the death of Ramón López Velarde" – June 19.

⁹ <https://www.undp.org/es/mexico/publicaciones/mapeo-de-proyectos-y-acciones-de-cooperacion-internacional-de-gobiernos-subnacionales-en-mexico>

¹⁰ Comunidad de Estados Latinoamericanos y Caribeños (CELAC)

- "Birth of Simón Bolívar. The Liberator" – July 24.
- "500 years of indigenous resistance. 1521, Capture of Mexico – Tenochtitlán" – August 13.
- "Civic-Military Parade" – September 16.
- "VI CELAC Summit of Heads of State and Government" – September 17, 18, and 19.
- "Cultural Delegations in the Mexican Republic" – September 20 to 30.

Additionally, 174 pieces of computing equipment, photography equipment, scanners, and furniture were acquired for the conservation, preservation, and dissemination of the historical documentary heritage of the SRE and the Ministry of Finance and Public Credit.

Finally, two missions to Rome (Italy) were financed to accompany the Ministry of Culture, which had successfully recovered 43 archaeological pieces.

Output 3.3. Consolidation of scientific diplomacy

Table 16. 13.3. Progress in establishing a network of scientific cooperation

Baseline	Target (Year 5)	% Compliance	Executed by the project
0%	100%	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, the indicator has not made any progress.

Output 3.4. Promotion of the citizen participation model of the international project 'The City of Children'

Table 17. 13.4. Number of people who accredited some training and/or participated in an event promoting the model

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	>30	100%	60 participants in the diploma program

Source: Own elaboration based on the document Costs diploma second draft

The indicator was met at 100%. According to the document "Costs diploma second draft," 60 people attended. There is no disaggregated information available by other variables such as sex, state, or age.

However, the planned actions were carried out. In this regard, according to the AMEXCID 2020 Labor Report¹¹, in November 2019, the Council of Girls and Boys was established within the Agency, with the aim of promoting "children's participation, autonomy, and free play in public spaces in various cities in Mexico." With support from

11

https://infoamexcid.sre.gob.mx/consejo/media/documents/29Ogn_Informe%20Anual%20AMEXCID%202020.pdf

PROCAP, the diploma program "La Ciudad de los Niños"¹², was conducted in 2022 – jointly with the International Laboratory of the Project The City of Children, the Francesco Tonucci Association, and the Autonomous University of Yucatán – aiming to "promote meaningful and situated learning of the fundamental conceptual and methodological elements of the three axes that constitute Francesco Tonucci's Project: participation, autonomy, and play." It is noteworthy that PROCAP or UNDP is not mentioned on the diploma's website.

Output 3.5. Strengthening the national environment conducive to South-South and Triangular Cooperation (SSTC)

Table 18. I3.5. Scope of engagement with relevant actors in international development cooperation (IDC) in Mexico

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	9	22.22%	2 initiatives in 2022

Source: Own elaboration based on the monitoring reports

The indicator has been met at 22.22%. It is recommended to conceptualize the indicator to define the actions that would contribute to its fulfillment.

In 2022, two webinars related to aspects of South-South and Triangular Cooperation (SSTC) were held:

- Web conversation "Perspectives on Institutional Strengthening for Mexican SSC".
- Workshop "Towards the Definition of Practical Guidelines and Standards for South-South and Triangular Cooperation in Ibero-America" of the "Ibero-American Program for South-South Cooperation" (PIFCSS).

For 2023, the annual monitoring report includes actions related to the "Guide for the Mainstreaming of Gender Perspective" (See Output 2.5); the Panel "AMEXCID-UNDP Institutional Collaboration: A Path for Strengthening Evaluative Capacity and Development Partnerships" (See Output 2.3); and the "Update of Virtual Training in IDC". The evaluation considers that these actions are already included in other products, so they should not be incorporated into the current indicator.

Output 3.6. Support for the management and participation of partnerships and specialized networks in South-South Cooperation (SSC)

Table 19. I3.6. Quantity of established South-South Cooperation (SSC) alliances

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	3	-	-

Source: Own elaboration based on the monitoring reports

¹²

<https://www.educacion.uady.mx/ciudadinosdiplomado/#:~:text=El%20presente%20Diplomado%20propone%20un%20espacio%20de%20formaci%C3%B3n.una%20oportunidad%20de%20consolidaci%C3%B3n%20de%20la%20red%20nacional>

In the third phase of PROCAP, the indicator has not made any progress.

Outcome 4. Support for the implementation of the Integral Development Plan (PDI)

Output 4.1. Consolidation of Mexico's implementing capacity as a donor country

Table 20. 14.1. Number of supported development cooperation projects implemented

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	5	-	-

Source: Own elaboration based on the monitoring reports

In the third phase of PROCAP, the indicator has not made any progress.

Output 4.2. Consolidation of Humanitarian Diplomacy

Table 21. 14.2. Number of officials who participated in the humanitarian brigades

Baseline	Target (Year 5)	% Compliance	Executed by the project
0	50	24%	12 people as part of "humanitarian brigades"

Source: Own elaboration based on the monitoring reports

The indicator has been met at 24%. Not all actions developed in this Output are reflected.

In 2020, support was provided – through funding for travel expenses – to the "emergency brigades", which aimed to assist in addressing the migration emergency in Mexicali, Tijuana, Hermosillo, Villahermosa, and Tapachula. In 2023, the General Director of Project Implementation Abroad at AMEXCID traveled to Turkey to deliver 100 tons of humanitarian aid following the earthquakes that occurred on February 6.

Table 22. Humanitarian Brigades

Humanitarian Brigades	Sex		Total
	Man	Woman	
Emergency Brigades (2020)	9	2	11
Donation to Turkey (2023)	0	1	1
TOTAL	9	3	12

Source: Own elaboration based on the monitoring reports

In 2021, an agreement was signed between UNDP and the United Nations Relief and Works Agency for Palestine Refugees in the Near East ("UN to UN transfer Agreement") for the purchase of medical equipment and insulin to provide humanitarian aid to the State of Palestine.

In 2022, with PROCAP, 10,000 rapid SARS-CoV-2 antigen tests were acquired for the timely detection of COVID-19 among the migrant population at the migration stations in Chiapas, Veracruz, Oaxaca, Tabasco, and Mexico City.

Efficiency

Question 7. Are all actors capable of making their financial, material, and/or human resource contributions? Are the inputs made available on time and at the expected cost for the execution of activities among all parties involved?

Have economic resources been available on time and executed according to the planned schedule?

Table 23. Budgeted and Executed Expenditure

	2019	2020	2021	2022	2023
Budgeted	2,381,817	2,520,576.73	4,138,601.27	3,731,331.99	3,731,331.99
Executed	2,594,490.66	2,480,077.40	4,010,440.86	3,255,500.59	3,697,285.81
BALANCE	-212,673.66	40,499.33	128,160.41	475,831.40	34,046.18

Source: Own preparation based on annual reports

As can be seen, in all years—except for 2019—there is a positive balance between what was budgeted and what was ultimately executed. The particular case of 2019 is due to the funding of the 'emergency brigades' to address the migration crisis, and the implementation of the Mexico Fund within the framework of the 'Jóvenes Construyendo el Futuro' and 'Sembrando Vida' projects (both part of Output 4). Additionally, more resources were allocated for hiring personnel under service contract arrangements.

The deposit of resources, although there is a contribution agreement that states that contributions should be made in February, is not necessarily fulfilled. The main reason is usually the delay in processing from the Ministry of Finance and Public Credit. However, as can be seen in Table 24, the committed contribution (USD 2,500,000) typically arrives in a single deposit at the beginning of the year, between January and March. Furthermore, since the committed amount is not sufficient to cover the expenses incurred for personnel and planned actions, complementary deposits are made. In 2022, additional transfers were made in six parts, with the last deposit arriving in January 2024. This caused many difficulties in meeting commitments with contracted personnel, leading to month-to-month contracts—as noted when analyzing 'Output 1.1. Hiring specialists in IDC'—which posed challenges for the project's administrative staff due to the significant additional workload involved in renewing all UNDP contracted personnel on a monthly basis. This situation has been reversed in subsequent years, providing greater security and stability to workers.

Table 24. Budget Deposit

Years	Payment Month	Amount deposited (USD)
2021	January	2,150,879.02
	February	2,500,000
2022	February	2,500,000
	August	147,991
	September	500,142.54
	January 2023	357,617.25
	September 2023	205,071.70
	September 2023	201,738.40

	January 2024	187,439.11
2023	February 2023	2,500,000
	January 2024	386,960.89
2024	March	2,500,000

Source: Own elaboration based on the presentations to the Project Boards (Years with available information)

Regarding the distribution of the budget by items:

Table 25. Itemized budget

Budget Items	2022	% Total	2023	% Total
Acquisitions	349,450	9.14	402,810	10.50
Technical Support	29,160	0.76	36,440	0.95
Operational Support (payroll, missions, and minor purchases)	3,163,149	82.69	3,157,705	82.30
Administration – Implementation	283,340.72	7.41	239,741.04	6.25
TOTAL	3,825,099.72	100	3,836,696.04	100

Source: Own elaboration based on the presentations to the Project Boards (Years with available information)

As a note, it should be pointed out that the difference between the executed amounts in Tables 23 and 25 lies in the fact that the execution amounts reflected in the presentations to the Project Board for the years 2022 and 2023 are based on the expenditures incurred up to the last day of their preparation. The annual amounts vary due to adjustments for the 8% management fee and adjustments for exchange rate differences that are made at year-end.

Understanding that technical support refers to substantive actions, its importance within the executed budget (2022 and 2023) is low, accounting for less than 1% of total funds. On the other hand, operational expenses, primarily payroll for staff contracted by UNDP, exceeded 80% of the budgeted amount in both years. Considering the explicit requests for support from UNDP in substantive actions, and in order to strengthen capacities at AMEXCID, it is considered that PROCAP funds allocated for hiring personnel should decrease, directing additional resources towards summative actions, consolidating the development of the monitoring and self-learning strategy, and integrating a gender perspective; or incorporating new axes in accordance with the agreements of the Project Board, where it was decided to work on risk management as a replacement for actions contemplated within humanitarian diplomacy, or issues related to human mobility.

In conclusion, as noted, the USD 2.5 million committed has been available according to the agreement between the parties; however, the supplements may experience some delays, as occurred in 2022. It can also be stated that the resources have been executed according to the annual plans made. The evaluation considers that the budget is sufficient to address the four outcomes, provided that the amounts available for hiring expert personnel in IDC within Outcome 1 are reduced.

Are the resources (material and human) sufficient to meet the expected outputs? Does the contracted personnel have the expertise required for the functioning of the Project? Have the training processes contributed to improving the daily activities of the Project? To what extent has resource management allowed for the elimination of significant risks of

deviations and delays? How has staff turnover (in AMEXCID and UNDP) affected program management?

PROCAP is part of the Effective Governance and Democracy Unit. It is composed, in addition to the National Officer of the Unit, of four people: i) the project coordinator; ii) Administrator; iii) Specialist in institutional strengthening; and iv) administrative assistant. Additionally, support is provided by some members of the management team from UNDP Mexico, such as the National Gender Officer and the National Monitoring and Evaluation Officer. Both the human and material resources available to PROCAP are sufficient to effectively and efficiently execute the project, as has been done. The team has the experience and knowledge to carry out the tasks required for program implementation.

Operationally, the PROCAP administrator is based in UNDP offices, while the coordinator—depending on the activities to be carried out—works either at UNDP or AMEXCID, and both the administrative assistant and the specialist in institutional strengthening are permanently located at AMEXCID. The evaluator believes that staff ownership is important for activities to be carried out effectively and efficiently; in this regard, it is essential to involve all team members, especially those based at AMEXCID, in analysis and decision-making processes.

Staff turnover, both technical and administrative, within PROCAP has been identified by various stakeholders as a variable to consider. Since 2019, PROCAP has had four coordinators: Carlos Cortés Zea, Daniel Gamboa, Liliana del Villar, and Valeria Maurizi. According to what was expressed in field meetings, this turnover has influenced execution times due to the difficulty in maintaining continuity in coordination to advance the implementation of planned actions. Additionally, it has been observed that this turnover may have affected project monitoring, as some gaps in historical knowledge have emerged, and the information recorded in the monitoring reports can be interpreted in different ways, especially in measuring indicators. Therefore, knowledge management becomes essential, establishing a minimum database of technical and economic information that should be included in quarterly and annual reports, as well as in presentations before the Project Boards. It is also advisable to organize Verification Sources by Outcome and Output so that the documents are easily accessible.

Resource management has been optimal, standing out as one of the most notable aspects of the project. In this sense, transparency in managing economic resources is one of the pillars of administrative management. The income and expenses incurred are presented annually to the Project Board.

Have the Project activities been completed according to the proposed schedule? What types of activities have had to be canceled or postponed? Why?

As observed in the Effectiveness criterion, more than 80% of the resources are allocated to hiring personnel, one of the actions planned in Outcome 1. Discounting the 6%-7% assigned to administrative expenses, approximately 10% of the remaining budget is allocated to cover all other outputs contemplated in PROCAP. This includes substantive

actions for mainstreaming gender perspective and the monitoring and evaluation strategy. Furthermore, according to what was indicated during fieldwork, AMEXCID is interested in keeping resources available to finance unplanned priority expenses. It is important to note that the PRODOC establishes the possibility of allocating up to 15% of the budget for substantive actions. In its implementation, PROCAP does not follow a traditional project logic, where the progressive execution of actions within each component is planned to achieve expected outcomes. Instead, actions prioritized by AMEXCID are planned and executed, which do not necessarily include activities in all outputs, and are reflected in the annual Work Plans, but without aiming for the achievement of results. As a consequence, just a few months before concluding the third phase of PROCAP, some actions have not shown progress, as detailed below:

Table 26. Outputs without progress in the execution of the third phase of PROCAP

Outcome 1	Output 1.4. Support for processes to improve the management and quality of information of the RENCID
Outcome 2	Output 2.1. Report on Mexico's priorities as a recipient country
	Output 2.3. Support for cooperation policy in Mesoamerica
	Output 2.5. Strengthening Mexico's International Development Cooperation supply policy
Outcome 3	Output 3.1. Support for the internationalization of subnational governments
	Output 3.3. Consolidation of scientific diplomacy
Outcome 4	Output 4.1. Consolidation of Mexico's implementing capacity as a provider country

Source: Own elaboration based on the PRODOC (2022)

Likewise, during the Substantive Review 5, it was decided to eliminate and incorporate Products according to AMEXCID's updated priorities:

Table 27. Products eliminated and added during Substantive Review 5 (2022)

Eliminated	
Outcome 2	Support for AMEXCID in the preparation and review processes of PROCID 2020 - 2024
Outcome 3	Strengthening economic business diplomacy and engagement with the private sector
	Incorporation of sports strategies for development and peace in Mexican cooperation
	Support for the prospecting of funding sources for development cooperation projects
Outcome 4	Formulation of innovative development cooperation projects
	Adoption of human security and social cohesion approaches
Added	
Outcome 3	Output 3.2. Development services in support of the 'Historical Memory and Heritage' axis of CELAC and the 2019-2024 Commemorations Program of the Government of Mexico
	Output 3.4. Promotion of the citizen participation model 'La Ciudad de los Niños'
	Output 3.6. Support for the management and participation of partnerships and specialized networks in SSC

Source: Own elaboration based on PRODOC (2019) and PROCOD (2022)

It is important to highlight that, regarding the summative actions, execution times are proving to be slower than anticipated in the work plans. This could jeopardize the achievement of the established goals. Therefore, it is crucial that the directorates involved are part of these planning processes and fulfill the commitments made to ensure the success of the program.

What challenges/opportunities has the COVID-19 pandemic posed for the execution of the Project?

A first element to consider is that, due to staff turnover within PROCAP, the information provided will primarily come from monitoring reports. In this regard, PROCAP has adapted its methodology by incorporating virtual management to avoid physical contacts. AMEXCID, for its part, proposed modifying the lines of action since COVID-19 had forced a reassessment of priorities, requesting UNDP to readjust substantive support in order to respond to the crisis. Some of the actions developed due to the pandemic included executing activities that could be carried out virtually; additionally, a webinar titled “Cooperation for Development in Mexico: Post-COVID-19 Reconfigurations” was held between May 15 and 29, 2020. On the other hand, continuing with these actions, in 2022, 10,000 rapid antigen tests for SARS-CoV-2 were acquired for timely detection in the migrant population at the migration stations in Chiapas, Veracruz, Oaxaca, Tabasco, and Mexico City.

Question 8. Does the intervention have a monitoring and evaluation system, and are there mechanisms in place for its findings to inform decision-making?

To what extent does the M&E system allow for understanding the degree of progress in economic and physical execution?

The project is subject to continuous monitoring by the PROCAP coordinating team. In this regard, quarterly and annual reports are prepared that capture the progress made, both in physical and financial execution. These reports are presented to the Project Board at least once a year, during which proposals and suggestions are discussed, and agreements are formalized and documented in minutes. These agreements are fundamental to guiding the project's work in the following year and are reflected in the Substantive Reviews of PROCAP.

As mentioned earlier, the evaluation underscores the importance of establishing outcome indicators that reflect the project's intervention logic. This aims to avoid the implementation of isolated actions within PROCAP. The achievement of outcomes should be the guiding principle for executing the intervention.

To what extent is the level of disaggregation of the information adequate and does it allow for a more detailed analysis?

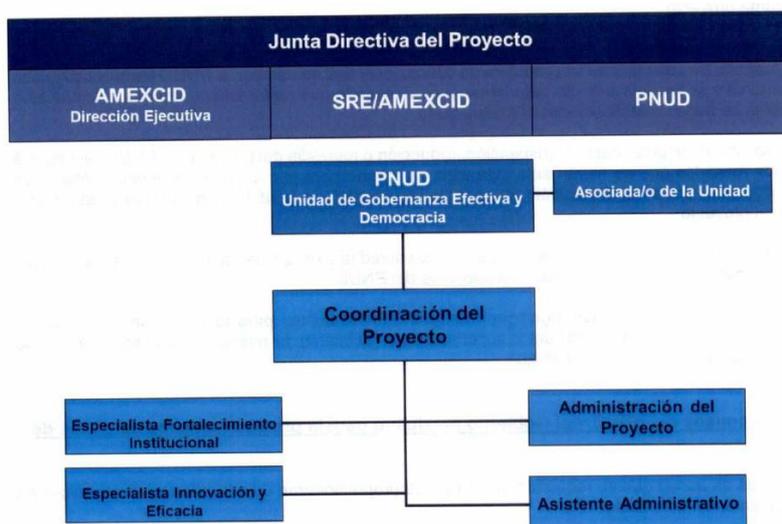
The level of disaggregation is adequate. Starting in 2022, the program's monitoring reports provide more comprehensive information. It is suggested to establish, within the formats, guidelines regarding the information to be presented and the level of disaggregation so that—regardless of any changes in coordination—the information provided throughout the execution period remains consistent and allows for long-term analysis.

To what extent have mechanisms been established for M&E to ensure feedback in the execution of the project?

The implementation of the project establishes several mechanisms to ensure that monitoring provides effective feedback during its execution.

The Project Board, composed of the UNDP Program Officer or representative, the Representative of the Implementing Partner (AMEXCID), and the SRE/AMEXCID, serves as the primary oversight body. This board meets regularly once a year, though it is recommended to increase the frequency to twice a year to enhance project supervision and progress analysis.

Figure 1 Project Organizational Chart



Source: PRODOC 2022

Interviewed individuals noted that weekly coordination meetings have recently been implemented between the technical and administrative team of PROCAP, allowing them to assess progress, share key information, and expedite decision-making. Additionally, there is ongoing coordination between the project lead and the UNDP’s Effective Governance and Democracy Unit.

Communication between the project lead and the AMEXCID liaison also maintains a steady flow, facilitating the tracking of actions and timely resolution of obstacles during implementation.

However, the lack of regular meetings between the AMEXCID liaison and the General Directorates linked to the project has been identified. To strengthen coordination, it is recommended to establish quarterly meetings to enable a deeper analysis of AMEXCID’s needs and a comprehensive evaluation of progress. These sessions should include all directorates involved in the four components of PROCAP.

Question 9. To what extent are the coordination instances generated within the framework of the project's intervention contributing to the achievement of the objectives?

Do you consider that the governance structures created are consistent with the identified needs for efficient project management? Do they require adjustments?

The governance structures established for the project are, in general, aligned with the identified needs for efficient management. The Project Board, composed of key actors such as the UNDP Program Officer and representatives from AMEXCID and SRE/AMEXCID, serves as the main oversight body and meets at least once a year to review progress and make decisions. Additionally, the recent implementation of weekly coordination meetings between the technical and administrative teams has improved information exchange and decision-making agility, which is crucial for sustaining project momentum.

As previously mentioned, despite these positive aspects, some gaps in the current governance framework have been identified that may require adjustments. In particular, the lack of regular meetings between the AMEXCID liaison and the General Directorates linked to the project indicates a need for improved coordination. Strengthening these communication channels will not only enhance collaboration but also ensure that all stakeholders remain aligned with the project's objectives, thus facilitating more effective governance overall.

Sustainability

Question 10. What mechanisms have been put in place to ensure the continuation and institutionalization of the achieved outputs? What mechanisms could be implemented to increase the likelihood of sustaining the progress made? What actions are required to guarantee the continuity of activities during the remainder of the project's lifespan and beyond its completion?

To what extent is adequate institutional capacity building being facilitated to ensure the sustainability of the outputs?

Institutional capacities for managing International Development Cooperation (IDC) have been developed

Although a fourth phase of PROCAP is anticipated and there is no formal project closure plan, it is a priority to develop the institutional arrangement that includes 'the joint design of a strategy for the transfer of personnel to AMEXCID'¹³. This transition fundamentally depends on the authorization of the necessary positions by the Ministry of Finance and Public Credit (SHCP). The current situation, where 58 specialists in International Development Cooperation (IDC), trained by the project, are not part of the institutional structure, represents a significant risk for AMEXCID in the medium term. In this sense, it is essential to establish a contingency plan since the inability to incorporate these personnel could considerably affect the functioning of the directorates where they currently perform their duties. Regarding training, it is recommended to extend some courses to all AMEXCID staff and expand the training offerings with specialized programs. Among these, specific topics mentioned throughout the report stand out, such as the generation of indicators and methodologies for data collection, among others.

The IDC policy, in its modalities of reception and offer, has been strengthened

This outcome encompasses the mainstreaming of gender policy and the monitoring and evaluation strategy. While PROCAP has succeeded in positioning both topics within the institutional agenda, there is a risk that these efforts may be limited to the creation of framework documents without effective implementation. Therefore, it is essential to develop specific protocols, practical tools, and coordination mechanisms to operationalize these cross-cutting areas.

It is worth noting that AMEXCID has demonstrated the capacity to advance in these areas independently, as evidenced by the implementation of markers in the Mexico-Chile Fund. However, leveraging UNDP's experience and tools could accelerate these processes and consolidate their mainstreaming more effectively.

¹³ 2024 Project Board, March 11.

Regarding the components that have not shown sufficient progress up to the time of the evaluation, it is considered that the remaining time of the third phase is insufficient to develop, consolidate, and ensure their sustainability. This same limitation applies to specific initiatives, such as those related to humanitarian diplomacy, as well as to the components not executed in Outcomes 3 'Strategic partnerships for development promoted', and 4 'Support for the implementation of the Comprehensive Development Plan,' whose sustainability cannot be evaluated due to their lack of implementation.

To what extent will AMEXCID have the resources and installed capacities to continue the actions initiated after external support has ended?

Considering that 98.3% of PROCAP's financial resources come from the government of Mexico, the financial sustainability of the project does not represent a significant concern, particularly if the incorporation of personnel hired by UNDP into AMEXCID's structure is achieved.

The experience of the Mexico-Chile Fund demonstrates that the agency has the capacity to autonomously implement specific components. However, the most important challenge is to achieve effective mainstreaming of these elements into the daily operations of all institutional actions. In this context, it is a priority to consolidate the progress made in both the mainstreaming of the gender perspective and the development of the monitoring and self-learning strategy. The evaluation indicates that, once these aspects are consolidated, there is a high probability that these actions will remain sustainable over time.

What factors affect sustainability? Political priorities, economic, institutional, or technological factors?

The main challenges for the project's sustainability focus on political and institutional factors. In the political sphere, there is a risk that the new government will maintain or intensify the 'republican austerity' policy, which could prevent the incorporation of personnel into AMEXCID's structure. In fact, austerity was already identified as one of the main causes of budgetary limitations and difficulties in previous years, as presented to the Project Board in March 2024.

Regarding the institutional factor, this could affect the prioritization of actions necessary to consolidate substantive activities. The monitoring and self-learning strategy presents a particular risk since, as revealed during fieldwork, some directorates still do not consider it a priority. This situation contrasts with the mainstreaming of the gender perspective, which has managed to establish itself as an institutional priority and aligns with the current government's 'feminist foreign policy'.

Have changes at the level of public policies and priorities had repercussions on the project?

Political decisions and public policies implemented during the last six-year term have significantly influenced the development of PROCAP. On one hand, according to the presentation to the 2024 Project Board, the austerity policy has generated budgetary restrictions. On the other hand, the adoption of a 'feminist foreign policy' has positively boosted the project's gender initiatives.

A relevant institutional change has been the evolution of AMEXCID, which transitioned from being solely a coordinator to also assuming an executing role. This transformation has posed new challenges that PROCAP has incorporated into its approach – and must continue to do so – by strengthening capacities in key areas of the project cycle: design, formulation, execution, monitoring, and evaluation. This new context has also driven the need for comprehensive mainstreaming of the gender component, not only within AMEXCID's internal structure but also in the cooperation programs that the agency implements, thus expanding the project's scope and complexity.

Are there sustainability plans/strategies formulated? (Exit Plan)

There is no Exit Plan. AMEXCID does not consider it essential as it envisions that institutional collaboration will continue.

Conclusions

Design Quality (Relevance and Coherence)

- The PROCAP aligns with AMEXCID's strategic priorities established in Mexico's National Development Plan 2019-2024, particularly in the areas of international development cooperation (IDC) and the Feminist Foreign Policy. Additionally, it supports Sustainable Development Goals No. 5 (Gender Equality) and No. 17 (Global Partnership for Sustainable Development) and responds to the UNDP Strategic Plan 2022-2025.
- The PROCAP maintains a logical structure by aligning its outcomes with AMEXCID's institutional strengthening, effectively contributing to its consolidation as a dual actor in international development cooperation.
- The project includes four outcomes and 17 outputs in the PRODOC 2022, with the same number of indicators. However, the lack of specific outcome and objective indicators limits the ability to assess whether the outputs are effectively leading to the intended outcomes. The current framework only infers the contribution of actions without allowing for a precise measurement of impact.
- The indicators lack adequate parameterization from the project's inception, leading to inconsistencies in measurement over time. This issue, combined with staff turnover, undermines data comparability across reports and complicates effective progress tracking.
- The project has positively integrated a gender focus by disaggregating indicators by sex, allowing for the identification and addressing of potential gaps. Specific gender indicators have not been established, although the indicators maintain SMART characteristics.
- Current monitoring and tracking mechanisms require further standardization in reporting findings, both in follow-up reports and Project Board presentations, establishing minimum information criteria.

Effectiveness

- Analysis of the PRODOC 2022 indicates that the lack of outcome indicators has limited the ability to measure whether the development of outputs leads to the achievement of those outcomes.
- Of the program's 17 outputs, only four have shown progress exceeding 75%. On the other hand, 47% have shown no progress, which is attributed to the lack of requests from AMEXCID to execute actions. This underscores the importance of fostering an environment that facilitates the activation of actions to achieve the expected outcomes.
- Overall satisfaction with the services provided is high, particularly in personnel and administrative resource management. However, it has been identified that reliance on personnel contracted through UNDP could limit AMEXCID's long-term capacity development.

Output 1.1. Hiring of IDC Specialists

Output 1.2. Strengthening of IDC Specialists' Management

Output 1.3. Promotion of Capacity Building for IDC Specialists

- In its third phase, PROCAP has successfully managed the hiring of at least 280 IDC experts to collaborate across various AMEXCID directorates. This process has been conducted in compliance with UNDP regulations, reflecting a commitment to transparency and legality in the incorporation of specialized personnel.
- All personnel contracted by UNDP have had access to training, with 18 mandatory courses now offered, a significant increase from the 9 courses available at the start of the project. This expansion of training offerings not only enhances staff competencies but also ensures that they are better prepared to face the challenges of their roles.
- UNDP has improved communication with contracted personnel and developed an Induction Plan aligned with the recommendations of the Action Plan for IDC specialists. This initiative seeks to facilitate personnel integration and optimize their performance from the start of their collaboration with AMEXCID, which can contribute to greater cohesion and effectiveness in their work.

Output 2.2. Support for Implementing AMEXCID's Strategy for Evaluating SSC Programs and Projects

- PROCAP has implemented a monitoring, evaluation, and learning strategy structured in three phases: i) assessment of the design evaluations of the "Jóvenes Construyendo Futuro" and "Sembrando Vida" projects; ii) conducting results evaluations; and iii) establishing monitoring and evaluation protocols and tools. This strategy provides a solid framework that not only enables project oversight but also identifies lessons learned that can be applied to future initiatives.
- Although PROCAP has laid significant groundwork for the development of a monitoring and evaluation system within AMEXCID, strengthening its implementation is essential. Ensuring that these processes effectively contribute to capacity building and continuous improvement of IDC projects is crucial to maximizing the program's impact.
- Monitoring and evaluation are perceived as oversight processes within AMEXCID, which has limited effective involvement from various departments, particularly the operational ones. Currently, the Directorate General of Planning and Evaluation and the Directorate General of Special Project Execution have led these efforts. To optimize the process, it would be beneficial to foster greater participation and collaboration among all departments, which could enrich the monitoring and evaluation approach towards a more learning- and continuous improvement-oriented culture.

Output 2.4. Support for AMEXCID's Gender Mainstreaming Efforts

- Gender mainstreaming has been positioned on AMEXCID's agenda, recognized as essential not only as an external requirement but also as a core component of institutional development. This approach should encompass two dimensions:

internally, integrating the gender perspective into all agency decisions, policies, and tools; and externally, ensuring its application in projects and programs, as well as in AMEXCID's role as an IDC recipient.

- PROCAP has developed key documents and tools for gender mainstreaming. These include the "Guide for Gender Mainstreaming in IDC Programs and Projects," a workbook with practical tools, diagnostic surveys within AMEXCID, and a gender analysis in flagship projects such as "Sembrando Vida" and "Jóvenes Construyendo Futuro." These initiatives not only provide a strong theoretical framework but also offer practical resources that facilitate the effective implementation of the gender perspective in AMEXCID's actions and projects.

Efficiency

- The project's financial data reveals generally positive management from 2020 to 2023, maintaining favorable balances between budgeted and executed amounts, with the sole exception of 2019, when extraordinary expenses related to the migration crisis resulted in a negative balance.
- Budget distribution shows a marked imbalance, with approximately 82% allocated to operational expenses, primarily payroll, while substantive technical actions receive less than 1% of the total budget. This suggests the need for a more strategic redistribution of resources.
- UNDP performs HR service provider functions (internal outsourcing), with an 8% management fee. The resulting amount has characteristics of a freely available resource fund.
- Partial implementation of planned outputs is observed, with several showing no progress in execution and substantive design changes during implementation.
- Since 2019, the project has experienced significant staff turnover in key positions, including four changes in coordination, which has impacted operational continuity, institutional knowledge management, and the effective implementation of scheduled activities.
- The UNDP team is adequate and has the necessary capabilities. At times, however, there has been an administrative overload, requiring the entire team to support the administrative area. PROCAP has experienced high staff turnover, especially in coordination, affecting continuity and knowledge management.
- At certain times, financial resource management faced significant challenges, with delays in main deposit commitments and fragmentation of supplementary transfers. This situation generated instability in contract management and affected personnel job security, particularly in 2020.
- Coordination mechanisms present significant opportunities for improvement. The absence of formal, regular coordination spaces between the AMEXCID liaison and the directorates responsible for the four project components limits integrated management capacity. Although the Project Board holds annual meetings, this frequency is insufficient to ensure effective follow-up that would allow for timely decision-making, whether to make corrective adjustments or to enhance successful initiatives.

Sustainability

- There is a significant operational risk for AMEXCID due to the fact that 58 IDC specialists trained by the project are not incorporated into the institution's formal structure. Once the AMEXCID-UNDP collaboration concludes, this situation could negatively affect the normal functioning of the directorates where these specialists work, representing a vulnerability for the continuity and effectiveness of the agency's operations.
- While PROCAP has made important progress in positioning crucial issues such as gender policy and the monitoring and evaluation strategy on the institutional agenda, there is a latent risk that these efforts may be limited to the creation of framework documents without achieving effective operational implementation. Although some directorates have shown independent progress, as in the case of the Mexico-Chile Fund markers, a more systematic effort is needed to ensure the operationalization of these cross-cutting issues.

Recommendations

Design Quality (Relevance and Coherence)

- The project coordinating team and the local counterpart, AMEXCID, should ensure that the Theory of Change clearly reflects the logical sequence between activities, outputs, outcomes, and the overall objective. This will allow all involved actors to understand how outputs contribute to outcomes, and how these outcomes contribute to the overall objective, as well as the interaction between the different components of the intervention. This action will facilitate project monitoring and evaluation, ensuring that all parties work in harmony.
- The PROCAP coordinating team and AMEXCID should define indicators following the SMART criteria. The Results Matrix should incorporate outcome indicators. All indicators should be parameterized; that is, in addition to being defined, they should include the applicable methodology for measurement. This approach will ensure that the indicators are effective for monitoring progress and evaluating project impact more accurately.
- The UNDP monitoring and evaluation area should establish the minimum information required to be included in tracking report formats, both quarterly and annual, in addition to the information provided to the Project Board, to ensure comparability and enable a dynamic assessment of the intervention's execution.

Effectiveness

Output 1.1. Hiring of Development Cooperation specialists

Output 1.2. Strengthening the management of Development Cooperation specialists

Output 1.3. Promotion of Capacity Building for Development Cooperation Specialists

- The PROCAP administrative area should continue developing forecasts, as suggested in the March 2024 Project Board meeting, regarding the necessary personnel and financial commitments (USD 2.5 million annually). Additionally, after the initial six-month contract period, AMEXCID should promote medium-term contracts. This action will reduce uncertainty and improve stability, thereby enhancing the performance of specialists.
- The PROCAP coordination team could establish a space within the mandatory courses where UNDP staff taking the courses can leave questions and/or requests for additional information. This would involve creating virtual sessions to facilitate information exchange and improve understanding of the subject matter.
- The PROCAP coordination team should remind UNDP contractors that access to the mandatory courses is open, allowing them to access these courses (and their bibliography) whenever they deem necessary.

Output 2.2. Support for the implementation of AMEXCID's strategy for evaluating SSC programs and projects

- It is recommended to create training modules that address key topics for AMEXCID, such as i) introduction to AMEXCID; ii) design and formulation of

development cooperation projects; iii) construction of Results Matrices and Theory of Change; iv) development of SMART indicators; v) monitoring and evaluation as learning tools; vi) data collection, and vii) others. This training is essential to empower teams in the use of monitoring and evaluation tools. Collaboration among UNDP, AMEXCID, and CONEVAL would be essential for the design and implementation of these courses, thereby enhancing the institutional capacity of the agency's management, especially the implementing units.

- AMEXCID, with support from PROCAP coordination, could implement and validate the monitoring strategy through a pilot project, allowing for analysis of the results and adjustments to ensure that the strategy is viable and gathers useful information for analysis and decision-making.
- AMEXCID, with the support of PROCAP, should establish a protocol to facilitate spaces for dialogue, reflection, and learning after monitoring and evaluation exercises. It is essential that these processes are seen not only as an accountability exercise but, above all, as a learning opportunity.

Output 2.4. Support for AMEXCID's efforts to mainstream the gender perspective

- The PROCAP coordination team, the Gender Unit of the SRE, the National Gender Officer of UNDP, and the general directorates of AMEXCID, with the support of INMUJERES, could create and implement self-managed courses addressing key topics such as gender equality, new masculinities, and intersectionality, as well as the incorporation of the gender perspective in all phases of the project cycle (design, formulation, implementation, monitoring, and evaluation). These courses and spaces for dialogue would be aimed at AMEXCID and UNDP staff, especially those with decision-making capacity, to ensure a comprehensive and practical understanding of the gender perspective.
- The same actors, with greater involvement from the general directorates and the Planning and Evaluation Directorate, should develop gender indicators to be integrated into projects, considering the specific needs of each implementing directorate. These indicators should reflect the reduction of gender gaps and not be limited to sex disaggregation. Additionally, gender markers should be established in calls and projects, and tools should be implemented to conduct intersectional analysis in data collection. It is recommended to base this on previous work, such as the Mexican Protocol for Gender Mainstreaming, a tool developed in 2018 with the support of German cooperation, to mainstream the gender perspective in International Development Cooperation (IDC) programs and projects.
- Both AMEXCID and UNDP should develop a protocol against workplace harassment and sexual harassment that applies in situations where the perpetrator belongs to AMEXCID, and the affected person is contracted by UNDP. Currently, there is a procedural gap that hinders the effective application of existing measures. This approach should be developed jointly by both institutions, ensuring clear guidelines to address and prevent harassment situations.

- AMEXCID, with the support of UNDP, should develop a regulation that, following the Care Law, facilitates the reconciliation of family and work life, especially for those with dependents. This regulation aims to improve the well-being of workers and their families, promoting a balance that benefits both the personal and professional spheres.

Efficiency

- The Project Board must strategically redistribute the budget to optimize its impact. This involves reducing the proportion allocated to staffing and increasing resources directed toward substantive activities, always keeping the achievement of the four planned outcomes in the Results Matrix as the guiding goal. This will enable the anticipated impacts to be achieved.
- The Project Coordination and AMEXCID's General Directorates should develop a plan that includes actions across the four components, aimed at reaching the product indicators and, thereby, achieving the outcomes. To this end, specific schedules and clear responsibilities for all actors should be established. It is recommended to reduce discretionary spending.
- To ensure effective follow-up, it is recommended to implement regular technical coordination spaces that allow for evaluating progress, identifying bottlenecks, and making necessary adjustments in implementation. It is suggested that the Project Board meet semiannually for strategic evaluations; that AMEXCID's liaison and the General Directorates hold quarterly meetings; and that PROCAP's technical and administrative team holds quarterly meetings with the AMEXCID General Directorates involved in the intervention's execution, in alignment with the annual Work Plan.
- The Monitoring Officer and the PROCAP Coordinator should establish knowledge management protocols to ensure consistency and effectiveness in documenting and communicating outcomes. This includes defining the minimum information to be included in report formats (quarterly and annual), as well as for presenting outcomes to the Project Boards. Standardizing this information will improve accountability and foster a culture of continuous learning within the institutions.
- The PROCAP Coordinator should enhance team integration by more actively including AMEXCID-deployed staff in PNUD coordination meetings and decision-making spaces. Promoting this inclusion will not only strengthen team cohesion but also allow for better use of diverse capacities and perspectives, thereby enriching decision-making processes and project implementation. Weekly team meetings are seen as a significant advancement.

Sustainability

- AMEXCID should develop a contingency plan, to present to the Ministry of Finance (SHCP), aimed at facilitating the integration of personnel currently contracted by UNDP into AMEXCID's formal structure. This plan should include

a clear approach for creating the necessary positions and a transition process that preserves the expertise of the specialized team in International Development Cooperation (IDC). Implementing this plan will ensure that AMEXCID's operational continuity remains intact, mitigating the risk of knowledge and experience loss, which is crucial for the medium-term success of the involved directorates.

- UNDP should extend essential training courses to all AMEXCID personnel. Additionally, in collaboration with AMEXCID, it should expand training offerings to include more specific and technical courses, such as indicator development and data collection. This expanded training should focus on comprehensively strengthening institutional capacity, ensuring that all personnel have access to the tools and knowledge necessary to perform their functions effectively within the agency.
- PROCAP, in collaboration with various AMEXCID directorates, could establish specific protocols and practical tools to implement the gender policy and monitoring strategy effectively. Although PROCAP has successfully highlighted these issues on the institutional agenda, there is a risk they may not be operationalized or fully integrated into the agency's routine activities without clear mechanisms for coordination and implementation. By developing these protocols, AMEXCID can ensure—in the specific case of gender mainstreaming—that efforts are effectively incorporated into all its actions, thereby contributing to the sustainability of outcomes and aligning with the current government's feminist foreign policy.

Annex 1. Terms of Reference

Annex 2. Proposed Evaluation Matrix

Evaluation Matrix					
"COOPERATION PROGRAM BETWEEN THE MEXICAN AGENCY FOR INTERNATIONAL COOPERATION FOR DEVELOPMENT AND THE UNITED NATIONS DEVELOPMENT PROGRAM"					
Question	Sub-questions	Indicators	Clarifications	Data Collection Method	Actor/Source of Information
DESIGN QUALITY (RELEVANCE AND COHERENCE)					
Did the project's objectives support UNDP's strategy for strengthening AMEXCID? Do they align with international agreements such as SDG 17 or SDG 5?	- To what extent does the project align with the priorities of UNDP and international agreements such as the SDGs?	- Degree of alignment of the project with UNDP priorities, as well as with regional international agreements, among others		Document Review Individual Interviews	- Secondary Documentation - Interviews with project managers and counterparts (UNDP, SRE, and AMEXCID)
Were the overall objective, expected outcomes, and outputs in line with AMEXCID's strategic priorities?	- To what degree is the project consistent with the strategic priorities established by AMEXCID regarding IDC?	- Degree of alignment of the project with AMEXCID's strategic priorities		Document Review Individual Interviews	- PRODOC - Strategic documents of AMEXCID - Interviews with project managers - Interviews with key actors from SRE and AMEXCID
Is there a results framework for project management? If so, what is its current quality? (Did it clearly reflect how the outputs lead to the achievement of the outcomes?) If not, why not?	- Are the objectively verifiable indicators (OVIs) adequate and clear, possessing the characteristics of being "SMART," that is, Specific, Measurable, Achievable, Realistic, and Time-bound? - Do you consider the risks and assumptions to be valid, and is there a willingness to manage them?	- Level of development of the indicators in the logical framework matrix that allows for measuring the effectiveness and impacts of the intervention	- The intervention must consider potential risks that could jeopardize its success, and therefore, it should have alternative measures prepared to mitigate their impact	Document Review Individual Interviews	- Results Framework - Interviews with project managers
Are the overall objective, expected outcomes, and outputs coherent? Are they clear, logical, and directed towards the identified needs?	- To what extent does the results framework address the issues that the intervention aims to resolve? - To what degree do the expected outcomes provide relevant solutions in terms of capacities, etc., to achieve the overall objective (OE)?	- Degree of internal coherence of the intervention (General Objective - Outcomes - Outputs)	- Due to the need for a comprehensive approach, the participation of all stakeholders is relevant - The pathways that explain the potential impacts achieved are those outlined in the design, or systematic innovations were developed	Document Review Individual Interviews	- PRODOC - Monitoring Reports - Interviews with project managers
Were key cross-cutting issues, such as gender equality, adequately integrated into the intervention design?	- To what degree have the capacities of AMEXCID workers been strengthened concerning gender issues? - To what extent has "mainstreaming" been achieved in the different components of the project? - To what extent has the project contributed to revitalizing inclusive governance, participation, and women's leadership (Emblematic Solution 2)? - To what extent has the project contributed to accelerating gender equality (Emblematic Solution 6)?	- Level of inclusion of cross-cutting issues, both in AMEXCID's projects and programs, as well as in strengthening the institution's capacities - Contribution to the fulfillment of the intersectoral emblematic solutions of UNDP's Strategic Plan	- The mainstreaming of the gender perspective must be taken into account in all actions implemented by the intervention	Document Review Individual Interviews	- PRODOC - Strategies for cross-cutting components (if any) - Interviews with project managers

Evaluation Matrix					
"COOPERATION PROGRAM BETWEEN THE MEXICAN AGENCY FOR INTERNATIONAL COOPERATION FOR DEVELOPMENT AND THE UNITED NATIONS DEVELOPMENT PROGRAM"					
Question	Sub-questions	Indicators	Clarifications	Data Collection Method	Actor/Source of Information
EFICIENCIA					
Are all actors able to make their financial, material, and/or human resource contributions? Are the inputs provided on time and at the expected cost for executing the activities among all parties involved?	<ul style="list-style-type: none"> - Have the financial resources been available on time and executed according to the planned schedule? Are the resources (material and human) sufficient to meet the expected outputs/outcomes? - Does the contracted personnel possess the expertise required for the functioning of the Project? Have the training processes contributed to improving the daily activities of the Project? - To what extent has resource management helped eliminate risks of significant deviations and delays? How has staff turnover (in AMEXCID and UNDP) affected program management? - Have the Project activities been carried out according to the proposed schedule? What types of activities have had to be canceled or postponed? Why? - What challenges/opportunities has the COVID-19 pandemic posed for the execution of the Project? 	<ul style="list-style-type: none"> - Level of deviation between financial planning and execution - Degree of compliance with commitments made by the different actors during the project execution - Degree of compliance with the activities planned by the intervention 	<ul style="list-style-type: none"> - It is verified whether there is any substantial difference at the time of evaluation between what should have been spent and what was actually spent - Explain in particular where delays and cancellations occur in execution and why 	<ul style="list-style-type: none"> Document Review Individual Interviews 	<ul style="list-style-type: none"> - PRODOC - Monitoring and financial reports - Interviews with project managers - Interviews and focus groups with staff who participated in the intervention
Does the intervention have a monitoring and evaluation system, and are there mechanisms in place for its findings to inform decision-making?	<ul style="list-style-type: none"> - To what extent does the M&E system allow for understanding the degree of progress in economic and physical execution? - To what extent is the level of disaggregation of information adequate and does it allow for more detailed analysis? - To what extent have mechanisms been established for M&E to ensure feedback in project execution? 	<ul style="list-style-type: none"> - Level of coherence regarding the economic and physical progress of the project - Level of disaggregation of information - Mechanisms established for managing information in the M&E system 	<ul style="list-style-type: none"> - The existence of a monitoring and evaluation system is analyzed to determine the progress of the intervention, with disaggregated data that is useful for decision-making 	<ul style="list-style-type: none"> Document Review Individual Interviews 	<ul style="list-style-type: none"> - Monitoring reports - Financial reports - Interview with the project's financial manager - Interview with the M&E manager
To what extent are the coordination instances generated within the project's intervention framework contributing to the achievement of results?	<ul style="list-style-type: none"> - Do you consider that the governance structures created are consistent with the identified needs for efficient project management? - Do they require adjustments? 	<ul style="list-style-type: none"> - Existence of formal coordination spaces among the different actors (UNDP, SRE, and AMEXCID) 	<ul style="list-style-type: none"> - The existence of coordination mechanisms where the progress of the program is analyzed and decisions are made 	<ul style="list-style-type: none"> Document Review Individual Interviews 	<ul style="list-style-type: none"> - PRODOC and Monitoring Reports - Interviews with project managers

Evaluation Matrix					
"COOPERATION PROGRAM BETWEEN THE MEXICAN AGENCY FOR INTERNATIONAL COOPERATION FOR DEVELOPMENT AND THE UNITED NATIONS DEVELOPMENT PROGRAM"					
Question	Sub-questions	Indicators	Clarifications	Data Collection Method	Actor/Source of information
		EFICACIA			
Do the strategies implemented by the program ensure the achievement of the expected outputs/outcomes? Do the different actors have access to these? If the answer is negative, why?	<ul style="list-style-type: none"> - To what extent are the expected outputs/outcomes outlined in the Results Matrix being achieved or progressed? - Given the current pace of progress, to what extent is it feasible to achieve the expected outputs by the project's scheduled closing date? - To what extent are the outputs obtained being utilized by the rights holders? - To what degree are the individuals involved satisfied with the quality and delivery of the products/services? If the answer is negative, in what ways are the products/services not meeting the expectations of the intended beneficiaries? - To what extent can it be said that the knowledge, attitudes, and practices of AMEXCID beneficiaries have increased? - To what extent have advancements been made in implementing the gender mainstreaming strategy outlined in the project document? What are identified as facilitators and obstacles to achieving it? 	<ul style="list-style-type: none"> - Evidence that institutional capacities for managing International Development Cooperation (IDC) are being developed - Evidence that Mexican IDC policy is being strengthened, in its modalities of reception and donor - Evidence that strategic partnerships for development are being promoted - Evidence that the implementation of the Integral Development Plan is being supported 	<ul style="list-style-type: none"> - Provides concrete information on whether the results are being achieved - Before addressing the intervention's capacity to adapt to changes, it is important to clearly understand the scope of the Expected Outcomes and the Overall Objective 	<ul style="list-style-type: none"> - Document Review - Individual Interviews / Focus Groups - Direct Observation 	<ul style="list-style-type: none"> - Baseline - PRODOC - Monitoring Reports - Interviews with project managers - Interviews and/or focus groups with the beneficiaries of the intervention
SUSTAINABILITY / CONNECTIVITY					
What mechanisms have been put in place to ensure the continuation and institutionalization of the outputs achieved? What mechanisms could be implemented to increase the likelihood of sustaining the progress made? What actions are needed to guarantee the continuity of activities during the remainder of the project's lifespan and beyond its completion	<ul style="list-style-type: none"> - To what extent is adequate institutional capacity being established to ensure the sustainability of the results? - To what extent will AMEXCID have the resources and established capacities to continue the actions initiated after external support has ended? - What factors affect sustainability: political priorities, economic, institutional, or technological factors? - Have changes at the level of public policies and priorities had repercussions on the project? - Are sustainability plans/strategies formulated? (Exit Plan) - Impact of external shocks 	<ul style="list-style-type: none"> - Degree of strengthening and level of appropriation of AMEXCID - Level of institutional commitment to budget the necessary economic resources to continue with the established capacities and work developed 	<ul style="list-style-type: none"> - It will be indicated whether there are financial provisions to maintain the relevant aspects 	<ul style="list-style-type: none"> - Document Review - Individual Interviews 	<ul style="list-style-type: none"> - PRODOC - Monitoring Reports - Interviews with project managers - Interviews with AMEXCID representatives

Annex 3. List of Stakeholders

Table 28 List of stakeholders interviewed in the evaluation process

Contracted UNDP – Fabiola Soto Narváez
Contracted UNDP – Miguel Guzmán Rojas
Contracted UNDP – Sofía Peña Romero
General Director of the General Directorate of Planning and Evaluation (DGPE) – Carlos Castillo Pérez
Director of Evaluation of the General Directorate of Planning and Evaluation (DGPE) – José Iván Benítez
Director of Planning of the General Directorate of Planning and Evaluation (DGPE) – Santos Rafael Gómez
Former Director of Evaluation of the General Directorate of Planning and Evaluation (DGPE) – Ana Luisa Guerra
Director of South-South Cooperation and Pacific Alliance – Ana Laura Ayala
General Director of the General Directorate of Project Execution Abroad (DGEPE) – Tony Rojas
Director of the National System for Equality between Women and Men at INMUJERES - Margarita Cortés
UNDP Management Analyst – Daniela Vallarino
National Monitoring and Evaluation Officer at UNDP – Virginia Leal
National Gender Officer – Sol Sánchez
National Officer for Effective Governance and Democracy - Annabelle Sulmont
Coordinator of PROCAP – Valeria Maurizi
Administrator of PROCAP – Miriam Rodríguez
Institutional Strengthening Specialist for PROCAP – Sandra Martínez
Administrative Assistant for PROCAP – Nefertary García

Annex 4. Interview Scripts

Interview Script for Officials Contracted by UNDP

Introduction of each attendee (name, how long they have been working, office they work in)

- Did you have prior experience in International Development Cooperation?
- UNDP Contract vs. AMEXCID Contract. Opinions.
- Were you able to take the mandatory training courses from UNDP? Do you remember what they were? What did you think of them?
- Did you attend the training course on International Development Cooperation given by the Matías Romero Institute? What did you think? (Methodology, trainers, topics, etc.)
- Did you take any gender courses? Which ones? What did you think? Do you consider it important to take them?
- Do you think that the gender perspective has been mainstreamed into the projects/programs? (Donor/Recipient)
- *** Do you consider that gender equality is a priority for AMEXCID? Are there policies aimed at combating harassment? Are there and do you know the reporting procedures, etc.?
- Have you received any other type of training? Would you recommend any?
- Are you satisfied with the training received? Do you think it has influenced your work? In what specific ways? For example.
- If training is considered important, how can knowledge be managed so that everyone has access to the information received? (given staff turnover and the impossibility of constantly conducting the same trainings)
- Did the pandemic influence the work carried out?
- Recommendations

Closing and thanks

General Directorate of Planning and Evaluation (DGPE)

Presentation

- Does PROCAP respond to the priorities of AMEXCID/DGPE?
- AMEXCID is transitioning from being a coordinating entity for IDC to an implementing one... how is DGPE adapting?
- Is there a designed system for monitoring, evaluation, and feedback of projects and programs? What does it consist of? What tools were developed? What is your assessment? Has progress been made in developing a Monitoring and Evaluation Manual?
- Do you consider that the executed projects mainstream gender equality? Explain
- Do you believe that the tools developed have been created with a gender perspective? Explain
- What is your assessment regarding the evaluations of the projects "Jóvenes Construyendo el Futuro" and "Sembrando Vida," executed in El Salvador and Honduras, respectively?
- What is the importance of conducting evaluations and monitoring? Are recommendations taken into account? Are there spaces and mechanisms that allow for feedback and decision-making based on the findings, conclusions, and recommendations of the evaluations?
- Regarding the evaluation of PROCAP, is it being conducted? Are there spaces for it? Are decisions made based on the reports? Who makes the decisions?
- With the protocol and tools developed, does DGPE have the capacity to conduct evaluation processes without PROCAP's support? What do you think is lacking?
- Do you consider that the objective of strengthening AMEXCID is being achieved? In which sectors/components of action?
- Do you believe that AMEXCID now has the capacities to execute and manage the results achieved by the project? In other words, could it be sustainable without the project's support? What would be needed?
- Strengths. Recommendations (What to work on / Opportunities).

Thank you and Closing

General Directorate of Special Project Execution (DGEPE)

Presentation

- Does the project align with the strategic priorities of AMEXCID/DGEPE?
- What projects is this directorate executing?
- What is your opinion on the Guide and its 'Workbook' developed for mainstreaming gender equality in projects?
- Is the tool being used to mainstream projects?
- Did the evaluation of special projects in Honduras and El Salvador take the gender component into account?
- Once the evaluation was completed and reports developed, what concrete actions were taken? Did it serve for feedback and decision-making? Are there coordination and decision-making spaces?
- Do you consider that the gender theme is also mainstreamed within AMEXCID?
- Why has PROCAP been important?
- Do you think the objective of strengthening AMEXCID is being achieved? In which sectors/components of action?
- Do you believe that AMEXCID now has the capacities to execute and manage the results achieved by the project? In other words, could it be sustainable without the project's support? What would be needed?
- Overall, what is your assessment of PROCAP?
- Strengths. Recommendations (What to work on / Opportunities).

Thank you

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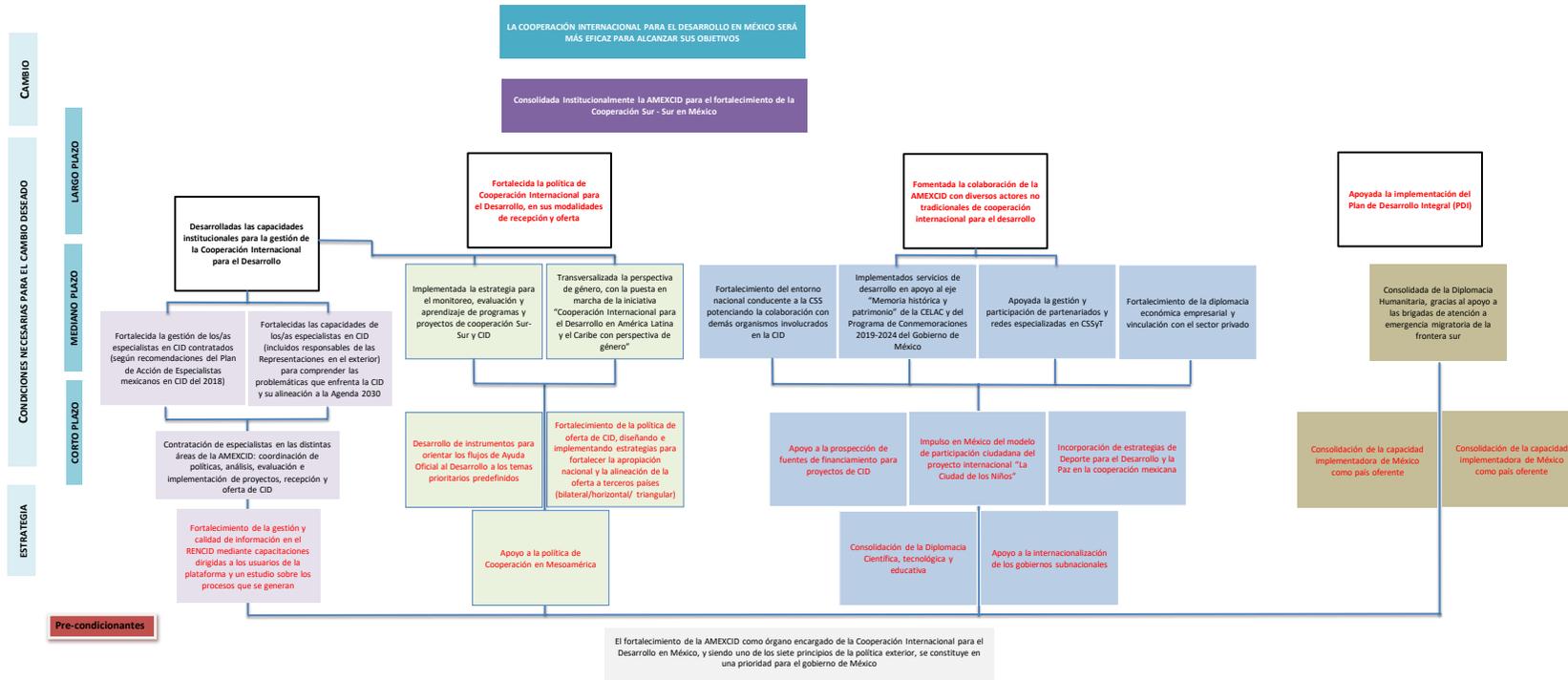
Presentation

Brief Description of the Mainstreaming of Gender Equality in Mexican Institutions

- How was the work of developing the guide for mainstreaming conducted? What is your opinion on the 'Workbook' created for mainstreaming the gender perspective in projects? What is your assessment?
- Do you consider the guide to be sufficient?
- Do you believe there is trained personnel available? Do you think the training provided is adequate for mainstreaming the gender perspective and understanding the guide and its application? (Officials in AMEXCID / Officials abroad)
- Do you consider that gender equality is mainstreamed within AMEXCID? Are there protocols for reporting harassment or discrimination?
- Overall, do you think that mainstreaming the gender perspective is a priority for AMEXCID?
- How do you assess PROCAP's work?
- Strengths. Recommendations.

Thank you

Annex 5. Theory of Change



Development of the Theory of Change

The "Cooperation Program between the Mexican Agency for International Development Cooperation and the United Nations Development Programme" includes four key outcomes.

The first outcome focuses on developing institutional capacities for managing International Development Cooperation (IDC). In this context, UNDP is responsible for hiring suitable personnel to fill the necessary positions in AMEXCID and, in some cases, in the Ministry of Foreign Affairs. This personnel undergoes 18 mandatory courses on various topics, such as gender and security. In this third phase, no specific actions were taken to strengthen the capacities of users of the National Registry of International Development Cooperation (RENCID), the platform that centralizes the IDC offerings from the government and federal institutions. Despite the lack of these activities, it is considered that capacities have been generally strengthened.

The second outcome relates to strengthening the policy of International Development Cooperation in its modalities of receiving and offering aid. However, the intervention has not progressed in developing strategies or instruments that define AMEXCID's priority sectors in its roles as a donor and recipient. Nevertheless, advances have been made in mainstreaming the gender perspective and implementing a monitoring, evaluation, and learning strategy, according to the agreements established in the technical sheets from 2022 to 2024. In this sense, the actions developed seem to align more with expected outcome one than with expected outcome two.

Regarding the third outcome, which aims to promote AMEXCID's collaboration with non-traditional development cooperation actors, it is observed that there have been no significant advances. In the few cases where developments have occurred, they have been isolated management actions that do not establish a real collaboration scheme with these unconventional actors.

The fourth outcome shows a similar situation, as although PROCAP was expected to support the implementation of the Integral Development Plan (PDI), only very specific actions related to humanitarian diplomacy have been developed, without achieving their consolidation.

In summary, the main advancements of the project include hiring and training consultants within the first outcome, which has consumed most of the financial resources. Additionally, there has been progress in mainstreaming the gender perspective and supporting the Planning and Evaluation Directorate (DPyE) through joint work to evaluate projects executed by the General Directorate of Special International Cooperation Projects (DGEPECI), such as "Sembrando Vida" and "Jóvenes Construyendo el Futuro.

Since the project's main component is based on hiring expert personnel in IDC for AMEXCID, some actors view it as a "service provider," considering UNDP as an "outsourcing" entity. This has led to the first outcome consuming 91% of resources at the

beginning of the third intervention phase (2019), according to the document "Lessons and Perspectives on Support for South-South Cooperation in Mexico," prepared within PROCAP's framework. The management cost for UNDP is 8%, and the remaining 9% is allocated to specific actions related to management or procurement of services and equipment. During fieldwork, it was indicated that the budget allocated for substantive actions is close to 1%. With this framework, several actors agree on the need to strengthen the relative importance of hiring UNDP personnel. It is suggested that future actions focus on deepening what was initiated in phase 3 by executing actions within the four project outcomes, emphasizing thematic agreements from the Project Board such as risk management, replacing humanitarian diplomacy; as well as human mobility, leveraging UNDP's expertise in economic integration.

Finally, it is essential to view the project as a whole, where different outcomes interact, rather than considering them as individual actions without connection. In this sense, it is crucial that various directorates of AMEXCID, especially those executing projects, thoroughly understand PROCAP to engage properly with different actions and outcomes.

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